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HERMAN'S WHARF



ACTION PLAN



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FISHERMAN'S WHARF ACTION PLAN

PREPARED FOR THE PORT OF SAN FRANCISCO

By ROMA Architecture and Urban Design
With Erik Norgaard, Fisheries & John McMahan Associates, Marketing

August, 1981

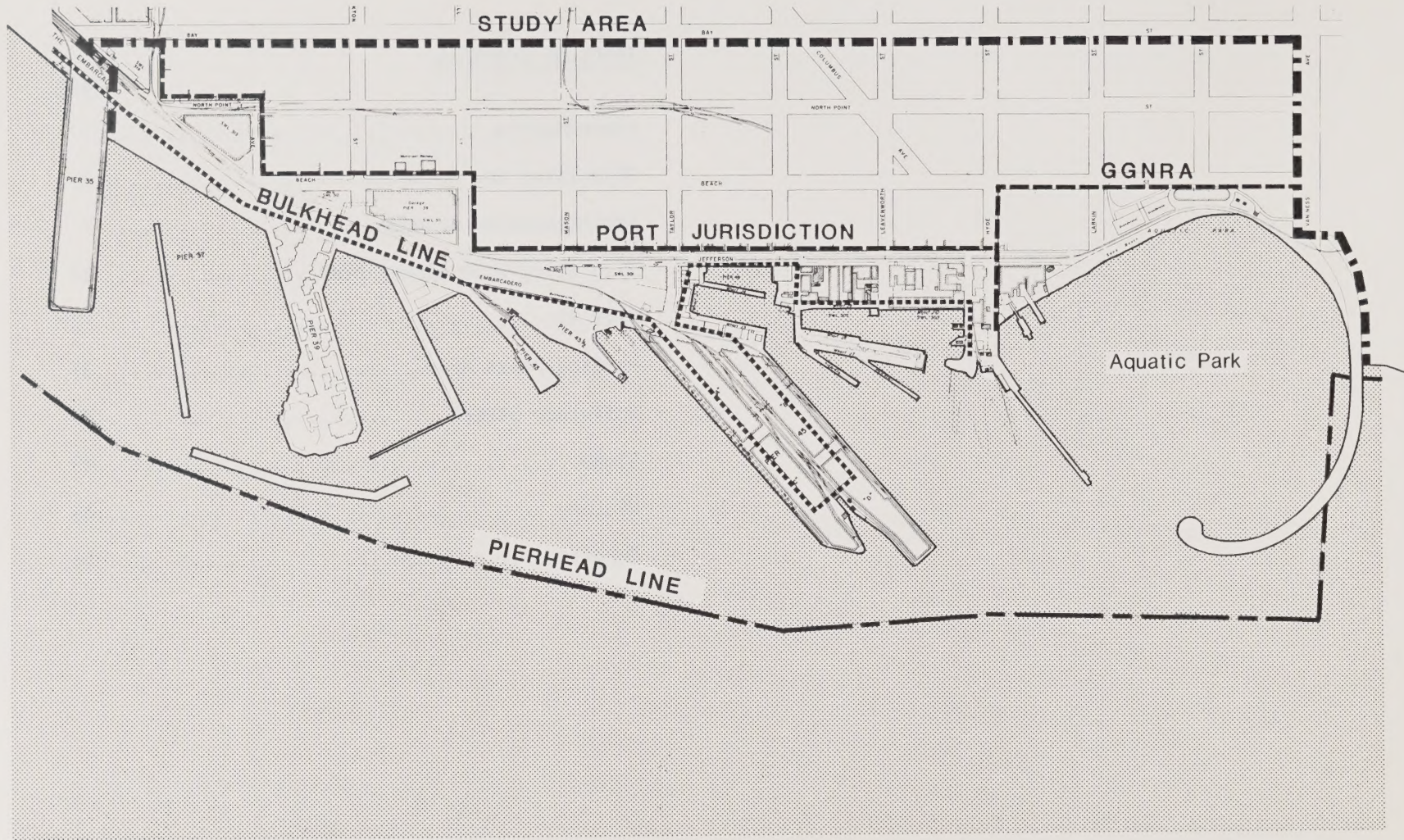
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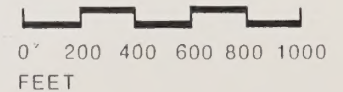
UNIVERSITY OF CALIFORNIA

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FISHERMANS WHARF AREA



INTRODUCTION

The Fisherman's Wharf area is generally located between Pier 39 and Fort Mason and from Bay Street to the pierhead line in San Francisco Bay. However, special attention is focused in this Action Planning effort on the area within Port jurisdiction, north of Jefferson Street and between Pier 41 and the Hyde Street Pier, where problems have been identified and where the opportunity for change and improvement exists.

Fisherman's Wharf is entering a critical period in its history. As a center of the commercial fishing industry, and second largest tourist attraction in the State, it plays a vital role within the City. However, the Wharf has begun to show signs of over-commercialization, that threatens its appeal and economic well-being. At the same time, the fishing industry is seriously in need of improvements to its physical facilities. Concerns have been voiced by many port tenants that public improvements, such as restrooms, sidewalk treatment, parking management and trash disposal are needed. Increasingly, tenants have requested changes of use and alterations to long-term leases, raising questions about the future of the area.

Despite its difficulties, Fisherman's Wharf continues as a viable center for fish handling and distribution. The fishing industry is important, not only for the jobs that it creates, but also as an attractive setting for tourism. To continue its tourist appeal, the authenticity of maritime activity must be ensured. Further, if Wharf businesses are to be successful, seasonal peaks need to be leveled out throughout the year, by attracting residents as well as tourists. This will, in turn, depend upon the improvement of the present public environment as well as the maintenance of the traditional maritime role of the Wharf.

The recommendations of the Action Plan, therefore, are to maintain and enhance the fishing industry at Fisherman's Wharf, with the construction of the new Hyde Street Pier. Further, changes of use within Fish Alley will be restricted to continued fish handling use. Necessary improvements to wharves and facilities are also proposed.

There is great opportunity for the 11-acre Pier 45 to improve access and views to the bay, as well as to complement existing uses at the Wharf. The Plan recommends a predominantly residential mixed-use development on Pier 45 with generous provision for public open space. This development could begin to change the perception of Fisherman's Wharf as an exclusively tourist zone, and help to fund improvements to the fishing industry.

The Action Plan also outlines a program to upgrade the public environment of Fisherman's Wharf, through pedestrian and open space improvements, sign and facade controls and an overall management strategy.

The Fisherman's Wharf Action Plan is based upon a review of plans and programs adopted by the City, BCDC and the GGRNA. It is intended to update and refine these policies in light of changing conditions. It is in conformance with all adopted policies, except for City Planning Commission policies for Pier 45. Although previously adopted City Planning Commission policies encouraged residential, hotel and retail uses on Pier 45 in conformance with adopted BCDC policies, the most recent policy prohibits these uses and proposes the conversion of the pier to fish processing and related uses.

However, three years of City and Port efforts to implement this policy have indicated that major fish

processing would not be feasible for Pier 45. The City's recently adopted housing policy recognizes this and lists Pier 45 as a potential new site for housing. The updated policies and objectives are summarized in the following section.

The Plan also includes specific design and development guidelines outlining the form and character of new development and measures for the preservation and enhancement of the environment, such as sign, facade and street guidelines. In addition, the following Implementation Program spells out the steps required, estimated costs and agencies responsible for each proposed action area.

Implementation of The Action Plan will not only improve the viability and attractiveness of the environment at Fisherman's Wharf, but it will also increase City revenues and employment. It is estimated that 500-750 construction jobs will be created over 2 years with the development of Pier 45 and the Hyde Street Pier. These projects are also estimated to create between 900-1100 permanent new jobs.

The Plan has been prepared by a multi-disciplinary team of consultants working closely with Port staff and assisted by a Civic Advisory Committee comprised of representatives from Fisherman's Wharf businesses, adjacent residential neighborhoods and City-wide interest groups. In addition, the planning process also involved close cooperation with City, State and Federal agencies, such as the City Planning Commission, Department of Public Works, MUNI, BCDC, GGNRA, the Department of Fish and Game and others. This group served as a Technical Advisory Committee to the Port and planning consultants. The planning process has also been coordinated with existing and anticipated planning efforts such as the Army Corps of Engineers' breakwater studies and the I-280 Transfer Concept Program which will soon study overall transportation alternatives for the Embarcadero corridor including the proposed "E" line.

OBJECTIVES AND POLICIES

OBJECTIVE 1: TO MAINTAIN AND ENHANCE FISHERMAN'S WHARF AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY AND TO MAINTAIN ITS AUTHENTIC MARITIME CHARACTER.

Policy 1: Reserve Fish Alley (Seawall Lots 302 and 303, the portion of the Hyde Street Pier not leased to the GGNRA, Wharfs J-1 through J-10 and Piers 47A and B), for uses related to the commercial fishing industry and businesses which provide services to the fishing fleet. East of Leavenworth Street allow a fish market for the retail sale of fish and grocery-type products. Allow fishing establishments to retail fresh fish and fish food products processed in Fish Alley on a 15-foot arcaded area along Jefferson Street within the leasehold without encroaching upon the sidewalk. Do not permit changes of use to commercial recreational and public assembly uses, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs, and cabarets as well as commercial offices (not related to the fishing industry) and residential uses.

Policy 2: Build a new Hyde Street Pier/Breakwater of up to 3 1/2 acres in size with off-loading and fish handling facilities, fuel dock, ice house, net loft, cold storage, and other fishing uses. Provide space on the pier for the relocation of fishing uses presently found

on Pier 45 and for berthing along its entire length. Provide adequate truck access and loading areas. Parking will not be allowed except for fish handling. Design the pier to accommodate both viewing and public access areas along its west side and allow for the extension of a breakwater for the shelter of the historic ships. Provide additional breakwater protection along the end of Pier 45 not on solid fill to create a sheltered water area between the Hyde Street Pier and Pier 45.

Policy 3: Maintain and enhance berthing for fishing vessels in the inner and outer lagoons and in the sheltered basin created between an extended Hyde Street Pier and Pier 45.

Policy 4: Encourage the establishment of a Fisheries Research and Training Center for the training of fishermen and processors as well as the education of consumers.

OBJECTIVE 2: TO IMPROVE THE OVERALL ECONOMIC CONDITION AND ENVIRONMENTAL QUALITY OF THE WHARF AND TO ENHANCE ITS ATTRACTIVENESS FOR RESIDENTS AS WELL AS TOURISTS

Policy 1: Limit additional commercial recreational development, such as restaurants, entertainment and specialty retail uses in the Fisherman's Wharf area (between Pier 39 and Fort Mason

and from Bay Street to the bay), because of the existing heavy concentration of these uses and peak period congestion.

Policy 2: Balance existing commercial recreational and public assembly uses which generate the most activity in the summer, on week-ends and during the evening, with uses such as residences and offices, that would generate activity during other periods, thereby promoting the vitality and year-round use of the area without substantially contributing to congestion.

Policy 3: Develop Pier 45 as a mixed-use predominantly residential complex that helps to achieve Citywide objectives for housing and at the same time creates a quality environment with enhanced public access and views to the bay. Design and program pier development to encourage the use of public transit, minimizing auto traffic to and from the pier. Limit parking to the minimum necessary for uses on the pier, and locate parking below pier level and out of public view. The development of Pier 45 will be contingent upon the development of the Hyde Street Pier/-Breakwater.

Policy 4: Improve Seawall Lots 300 and 301 as a parking plaza appropriate as a visual terminus to the Embarcadero roadway and gateway to the Wharf. Within this plaza, in addition to parking, accommodate seasonal events designed to bring residents to the Wharf during off-season periods. Set aside portions

of the plaza for exclusive pedestrian use. Provide short-term parking to serve the restaurants and other Port tenants. Provide restroom facilities and public amenities serving existing businesses in Fisherman's Wharf.

Policy 5: In conformance with BCDC policies, enhance public access and views to the Bay on Piers 43 and 43 1/2 and remove parking over water. Improve pedestrian movement along the shoreline. Remove the obsolete wooden fenders along the edges of Piers 43 and 43 1/2 and do not permit new structures which block views to the Bay. Preserve the bulkhead arch between Piers 43 and 43 1/2 as a prominent landmark. Allow the use of water areas adjacent to these piers for the mooring of historic vessels in conformance with BCDC guidelines. Prohibit the use of this or any other area in Fisherman's Wharf for helicopters and STOL ports. Do not permit new fill, except for existing tour boats, ferries and new public access to the Bay.

Policy 6: Improve the pedestrian environment along Jefferson Street, widen sidewalks by removing on-street parking and adopt guidelines for ground floor arcades and building facade design adjacent to the public right-of-way. Do not permit uses or objects on the sidewalk which obstruct pedestrian movement.

Policy 7: Adopt a sign ordinance which will improve the image and visual appearance of Fisherman's Wharf.

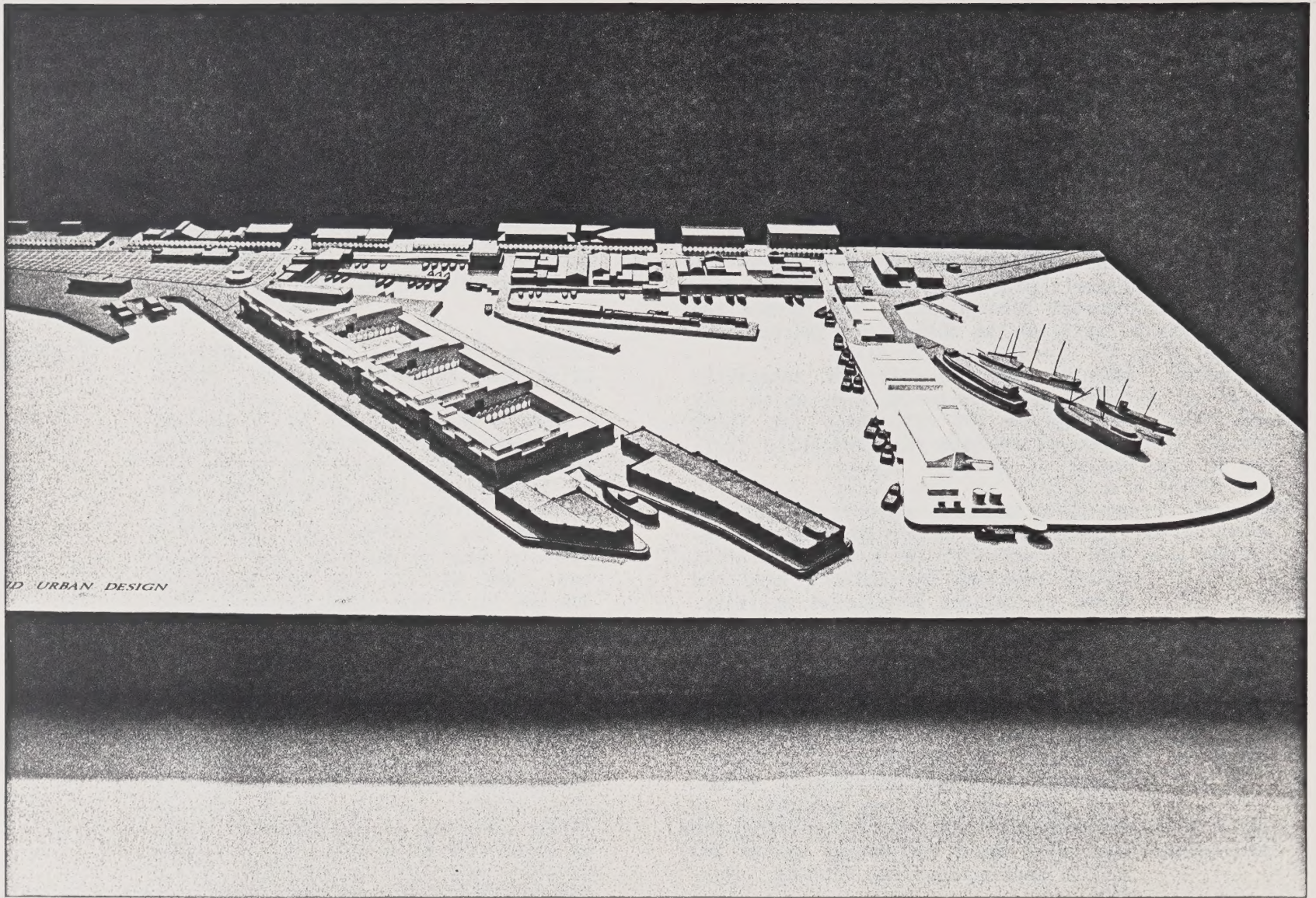
OBJECTIVE 3: TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

Policy 1: Improve the roadway system to facilitate truck access and loading for the commercial fishing industry, to discourage through-traffic from entering the area, to divert as much auto traffic as possible before reaching the water's edge and areas of intense pedestrian activity, and to improve the clarity of the circulation system.

Policy 2: Minimize the intensity of automobile traffic and discourage uses which rely heavily on the automobile for their success and generate automobile traffic.

Policy 3: Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Prohibit the development of parking facilities over water, except for the minimum amount required for fish handling. Discourage vehicular access to parking facilities from Jefferson Street. Remove on-street parking on Jefferson, The Embarcadero and Taylor from Beach to The Embarcadero. Establish innovative parking management in existing parking areas, including the use of a common validation system and permit parking for the fishing industry.

Policy 4: Support the development of the proposed "E"-line on an exclusive right-of-way linking this area to the Financial District, Downtown and the South of Market areas. Extend additional transit lines, improving frequency, speeds, hours of operation, and providing clearly identified loading areas and routes. Establish a shuttle bus to improve linkages with the downtown.



ILLUSTRATIVE DEVELOPMENT CONCEPT

IMPLEMENTATION PROGRAM

OBJECTIVE 1: FISHING INDUSTRY

Policy 1 - Fish Alley

- Private Investment:

Estimated at \$3 million for new fishing facilities and structures and in improvements for the retail sale of fish products.

- Public Cost:

Implementation is primarily dependent upon regulatory measures rather than capital improvements.

- Funding Sources:

No new funding sources are necessary

- Responsible Agencies:

Port and City Planning Commissions

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development Guidelines by Port Commission.
- b. Adoption of changes to Master Plan and appropriate ordinances by City Planning Commission.
- c. Negotiation and coordination with tenants by Port staff.

Policy 2 - Hyde Street Pier

- Private Investment:

Estimated at \$3 million for new fishing facilities on the deck of the Hyde Street Pier.

- Public Cost:

Estimated at \$14 million (Pier/Breakwater). In addition, portions of the cost for the construction of the fish handling hall and other facilities on the deck of the pier/breakwater, estimated at \$3 million, may have to be publicly supported.

- Funding Sources:

Pier 45 revenues and other Port funds and available Federal and State grants.

- Responsible Agency:

Port Commission

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development Guidelines by Port Commission
- b. Preparation of Environmental Impact Report
- c. Coordination with U.S. Army Corps

- d. Preliminary engineering and detailed cost estimates
- e. Preparation of detailed financial strategy
- f. Final engineering
- g. Permits (BCDC, U.S. Army Corps)
- h. Bidding and construction
- i. Negotiation with prospective tenants (This step would occur simultaneous with engineering and construction)

Policy 3 - Berthing for Fishing Vessels

- Private Investment:

In new fishing vessels and equipment.

- Public Cost:

Estimated at \$500,000

- Funding Sources:

Port funds

- Responsible Agency:

Port Commission

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development Guidelines by Port Commission
- b. Engineering, bidding and construction

- c. Monitoring by Wharfinger and continuous maintenance

Policy 4 - Fisheries Center

- Private Investment:

Industry contributions to establishment and operation of Fisheries Center.

- Public Costs:

Capital costs estimated at \$4.5 million.

- Funding Sources:

Federal and state grants in addition to local incentives

- Responsible Agency:

Port Commission

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development Guidelines by Port Commission
- b. Port solicitation of industry support in establishment of Fisheries Center
- c. Preparation of Master Plan for Center and implementation strategy
- d. Monitoring of Fisheries Center development

OBJECTIVE 2: ECONOMIC CONDITION AND ENVIRONMENTAL QUALITY

Policies 1 & 2 - Balance of Uses

- Private Investment:

In upgrading existing facilities and new construction, on and off Port property, as a result of improved economic conditions and environmental quality.

- Public Cost:

Implementation is primarily dependent upon regulatory measures rather than capital improvements

- Funding Sources:

No new funding sources are necessary

- Responsible Agencies:

Port and City Planning Commissions

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development Guidelines by Port Commission
- b. Adoption of modifications to appropriate ordinances by City Planning Commission

Policy 3 - Pier 45

- Private Investment:

Estimated at \$60 million for new structures and open space improvements.

- Public Costs:

Implementation is dependent upon private development which is monitored and regulated by the private sector.

- Funding Sources:

Private Funds and Federal and state housing programs

- Responsible Agencies:

Port Commission

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development guidelines by Port Commission
- b. Preparation of Environmental Impact Report
- c. City Planning Commission adoption of Master Plan changes
- d. Preparation of bid package and solicitation of developer proposals
- e. Developer selection
- f. Negotiation of lease
- g. Monitoring of private development through design, construction, sales and leasing

Policy 4 - Parking Plaza

- Private Investment:

In the upgrading existing restaurants on Port property as a result of improved environmental quality and parking management.

- Public Cost:

Estimated at \$1.7 million

- Funding Sources:

Port Funds

- Responsible Agency:

Port Commission

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development guidelines by Port Commission
- b. Preparation of construction documents
- c. Bidding and construction
- d. Negotiation of parking management agreement (concurrent with bidding and construction)

Policy 5 - Piers 43 and 43 1/2

- Private Investment:

In the upgrading existing facilities on Port property as a result of improved environmental quality and public access to the water's edge. In addition, investment in rehabilitation of

historic ships moored in the area and in improved mooring facilities for tour boats.

- Public Costs:

Estimated at \$500,000

- Funding Sources:

Port Funds

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development guidelines by Port Commission
- b. Coordination and negotiation with leaseholders
- c. Design and construction of public improvements

Policy 6 - Jefferson Street

- Private Investment:

In facade and arcade improvements along Jefferson Street.

- Public Costs:

* Estimated at \$900,000 for sidewalk and landscaping

- Funding Sources:

Port Funds

- Responsible Agency:

Port and City Planning Commissions

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development guidelines by Port Commission
- b. Adoption by City Planning Commission of facade guidelines
- c. Engineering of sidewalk improvements, bidding and construction
- d. Monitoring of private development on adjacent parcels
- e. Coordinate roadway improvements with "E"-line

Policy 7 - Signs

- Private Investment:

In upgrading of existing facilities and in new construction on and off of Port property.

- Public Costs:

Implementation will be primarily dependent upon regulatory measures rather than capital improvements

- Funding Sources:

No new funding sources are required

- Responsible Agencies:

Port and City Planning Commissions

- Schedule of Actions:

- a. Adoption of Objectives and Policies by Port Commission

- b. Adoption of sign ordinance by Port and City Planning Commissions

OBJECTIVE 3: TRANSPORTATION

Policies 1-4

- Private Investment:

In upgrading existing facilities and in new construction on and off of Port property as a result of improved access and circulation.

- Public Costs:

Not determined at this time

- Funding Sources:

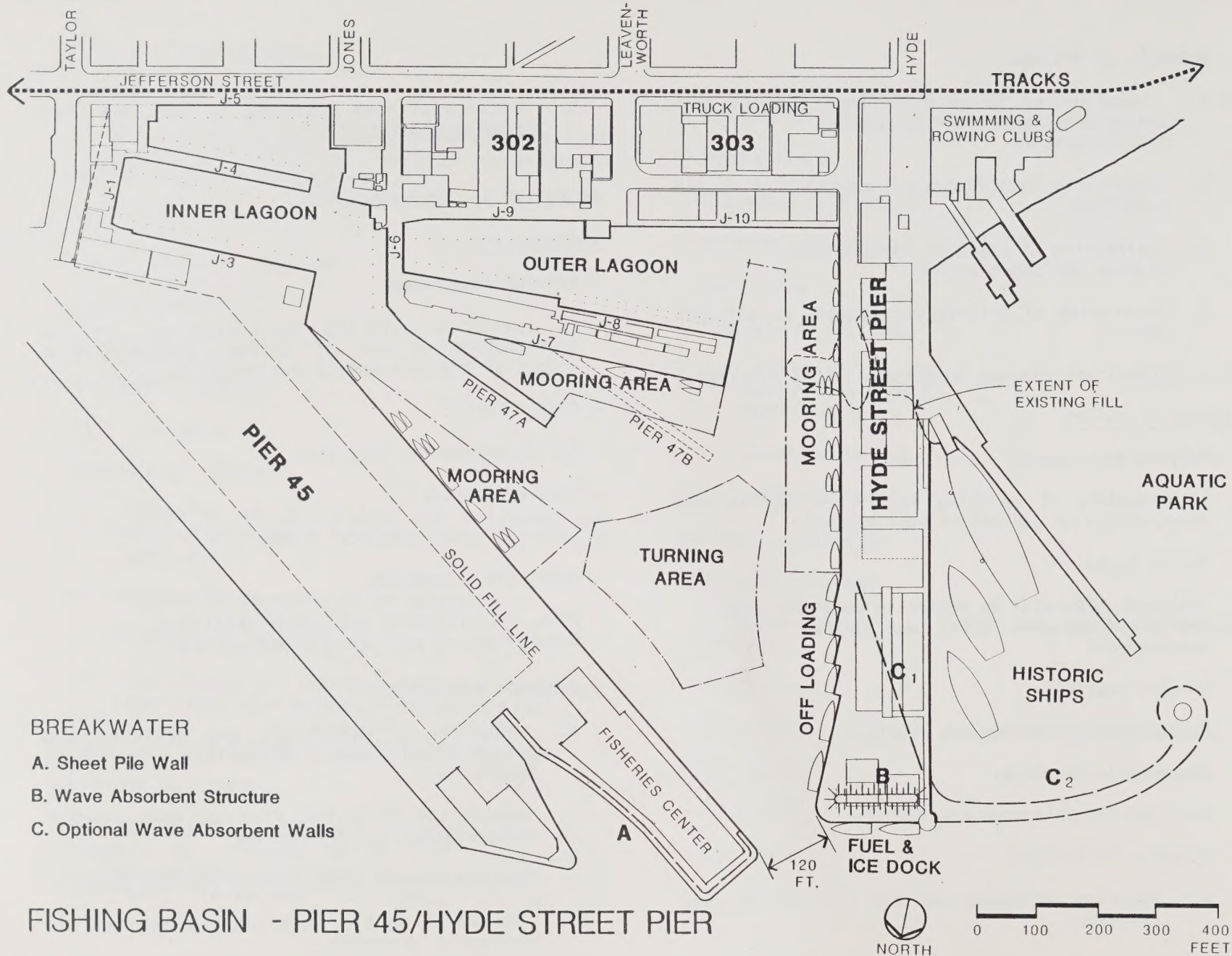
Federal, state and local funds

- Responsible Agencies:

Port, City Planning and Public Utilities Commissions as well as CalTrans and MTC

- Schedule of Actions:

- a. Adoption of Objectives and Policies and Design/Development Guidelines by Port Commission
- b. Preparation of Traffic Plan and Environmental Impact report for Action Plan
- c. Coordinate with I-280 Transfer Concept Program
- d. Implement public improvements and traffic management proposals



FISH ALLEY-HYDE STREET PIER

Background

Fish Alley, encompassing the two blocks north of Jefferson Street between Hyde and Jones Streets, is the center of a viable fish handling and distribution industry. Commercial fishing businesses remain concentrated in this location for historic reasons and because they have long-term leases at inexpensive rates. There are several major fishing companies involved in a wide range of activities, including cleaning, filleting, freezing, smoking, cooking and salting. This industry is important in maintaining an authentic character at the Wharf as well as ensuring needed jobs and economic benefits.

Over the past 25 years, the physical condition of commercial fishing facilities at Fisherman's Wharf has deteriorated. The Hyde Street Pier, which originally provided some protection from the westerly surge, was slowly removed when no longer used as an auto ferry terminal and as pilings rotted. This opened the lagoon up to additional wave action, which has had some damaging effects on the boats moored there.

The long expressed need for protection from wave action has over time become symbolic of a wide range of commercial fishing needs. The Mayor's Citizens Committee for Fisherman's Wharf fully documented these needs in a report prepared in 1974. Although the U.S. Army Corps of Engineers indicated the feasibility of a breakwater, the project never received Congressional authorization.

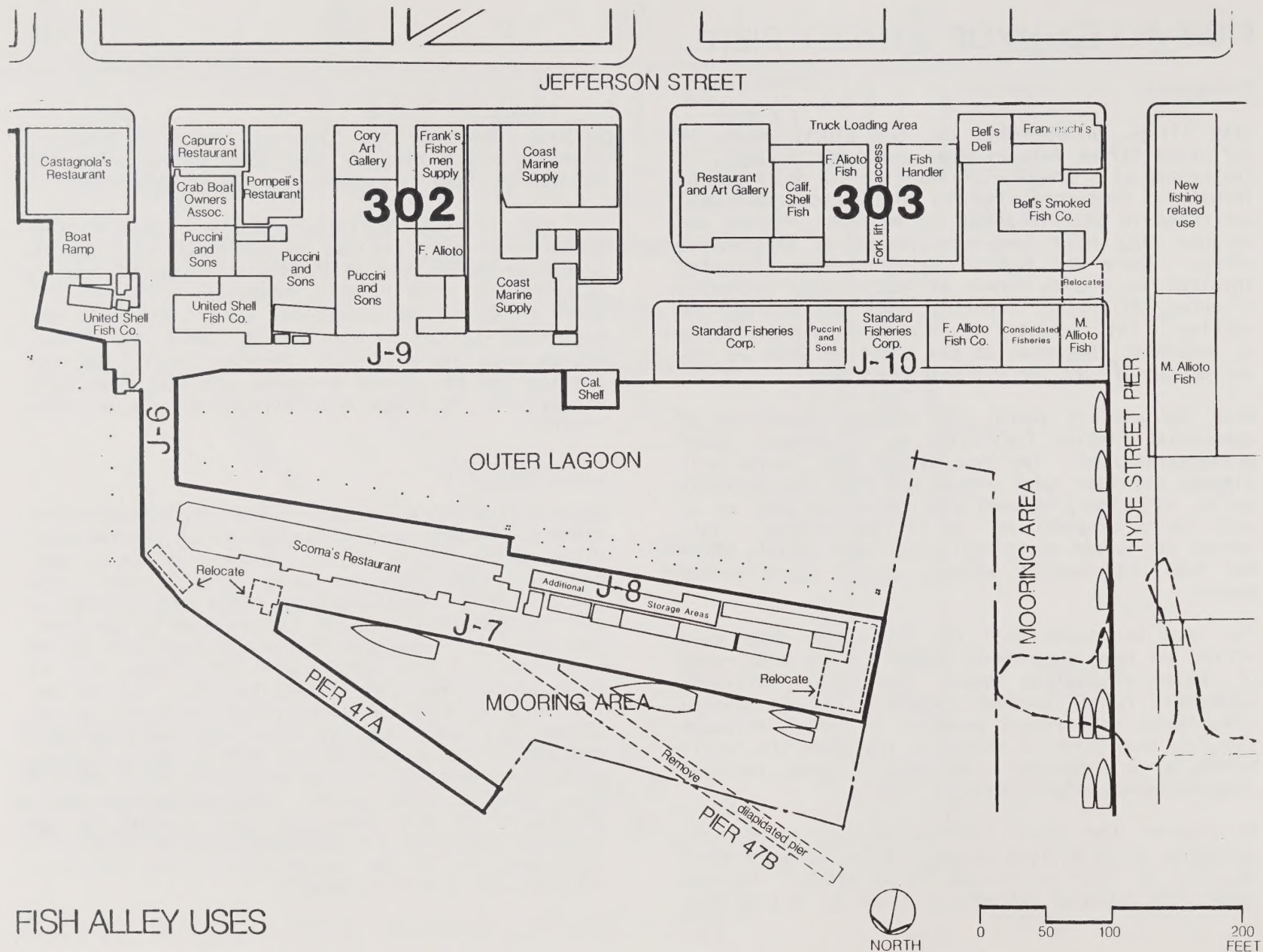
At present, the annual landings of fish by sea are estimated at 10 million pounds. In addition, a great quantity of fish is brought in by truck. In some cases, the ratio of delivery of truck to that by boat

is 4:1. Assuming that twice the amount of fish arrives by truck than by sea, then the present fish handled by truck is estimated at 20 million pounds.

The new fishing facilities at the extended Hyde Street Pier will provide an increased capacity to handle on the average of 40 million pounds of fish by sea each year. Delivery by truck can of course continue at 20 million pounds per year. Thus, the annual capacity by sea will be increased four times. During peak periods (e.g. herring runs), the off loading can be worked 24 hours and thus have peak capacity of 10 times that allowed by present conditions.

FISH ALLEY

Reserve Fish Alley for uses related to the commercial fishing industry and businesses which provide services to the fishing fleet. Changes of use to commercial recreational and public assembly uses, such as restaurants, specialty shops and entertainment, as well as commercial offices (not related to the fishing industry), hotel and residential uses will not be permitted. A fish market will be allowed east of Leavenworth Street, in Seawall Lot 302, for the retail sale of fish and grocery-type products. In addition, the retail sale of fresh fish and fish products processed in Fish Alley, such as smoked salmon, or bottled herring, will be permitted in an arcaded area along Jefferson Street. This arcade shall be a maximum of 15 feet deep and shall conform to the building guidelines for Jefferson Street. It must be completely within the leaseholder's area and shall not encroach upon the sidewalk.



Building Design

In order to retain the scale and form of Fish Alley and to preserve views from adjacent areas, exterior building walls shall not be greater than 20 feet in height. Sloping roofs will be permitted to exceed this height up to a ridge line of 25 feet. These guidelines will also apply to new buildings in the Hyde Street Pier.

It is not the intent of these guidelines to contrive a particular theme or style for the buildings in the Fish Alley-Hyde Street Pier area. On the contrary, industrial buildings that express their functions in a straightforward manner are encouraged. In keeping with the present building form, but without disrupting industrial operations, views into fish handling areas and through to the water are an important consideration in building designs. Buildings shall be light in color to conform with the existing structures in Fish Alley. All trash areas shall be enclosed and screened from view.

Views and Public Access in Fish Alley

Views out to the Bay, back to the City and to commercial fishing activities should be improved throughout Fish Alley. Buildings will be kept low so as not to obstruct views from adjacent development and residential neighborhoods. Views to existing and new fish handling activities will be encouraged wherever possible without interfering with industrial operations. The view corridor on Leavenworth Street to the outer lagoon will be maintained. Buildings at the end of the Hyde Street Pier shall also be kept low to maintain views to the Golden Gate Bridge from Wharves J-7 and J-8. The use at the end of wharves J-7 and J-8 should be relocated into the new fishing facilities in order to open up views to the Hyde Street Pier and historic ships moored alongside it. View corridors should be created between buildings on

the Hyde Street Pier to Aquatic Park and adjacent historic ships.

Public access will be improved along the wharves, without disrupting commercial fishing operations. Pedestrian-scale lighting consistent with standards used throughout the waterfront will be provided throughout the wharves to encourage activity at night as well as during the day. In general, the wharf areas will be left open and unobstructed, allowing free pedestrian movement. Pier 47A shall be left open for access to the fishing vessels and emergency vehicles and parking will be strictly prohibited. Reserved parking spaces in front of Pier 45 will be removed and an open plaza created adjacent to Wharf J-3 to open up views back to the lagoon and City skyline as well as to improve public access to the shoreline. The new sports fishing dock will become a destination for pedestrian movement along the wharves. Access will be maintained and enhanced between the inner lagoon and Taylor Street. The existing 14-foot sidewalk at Wharf J-5 will be enlarged to twenty feet and street furniture and rental trees removed to better accommodate heavy pedestrian volumes along Jefferson Street and to enhance views to the inner lagoon.

Truck Access, Loading and Parking

A special loading/delivery zone is needed for Fish Alley. On the northern side of Jefferson Street, between Leavenworth and Hyde Streets, there exists 150 feet of frontage set back from the curb by 32 feet. New structures along this portion of the block must maintain this setback for loading and deliveries adjacent to Fish Alley. Up to four large transport vehicles could gain access to this zone over mountable curbs. A 15-foot right-of-way on the site of the present tank yard will connect Jefferson Street with the interior businesses to the north along the waterfront, permitting passage of forklift trucks.

In order to facilitate truck access and circulation within Fish Alley and the Hyde Street Pier, parking will need to be carefully controlled. Parking unrelated to the commercial fishing industry will strictly be prohibited and parking for longer than one-day will also not be allowed. In addition, west of Leavenworth Street, in Fish Alley, on-street parking (approximately 30 spaces) shall be removed to facilitate access by large trucks into the Hyde Street Pier. Commercial fishermen may be issued a special tag by the Port, allowing them to park within the Port's parking facilities for longer periods of time.

The Inner and Outer Lagoons

The inner lagoon will be maintained for the mooring of Monterey hulls and sports fishing boats. The outer lagoon will be maintained and enhanced for the mooring of commercial fishing vessels at Fish Alley. The bulkhead at Wharf J-5 will be rebuilt as soon as possible and improvements made to enhance its appearance as an unobstructed, open wharf. The sidewalk area will be enlarged to twenty feet by removing existing on-street parking. Existing street furniture and rental trees will be removed and the curb rebuilt in order to enhance visual and physical access to the lagoon and pedestrian movement along the waterfront. A light metal railing no more than three feet in height will be provided along the bulkhead. It will be transparent in character, and not obstruct views to the lagoon from passing motorists on Jefferson Street. The ladders to boats will be maintained, however general public access to the vessels will be encouraged from the new sports fishing dock at Wharf J-3. Sports fishing facilities at the dock will include scales, sinks and off-loading areas. Storage areas at Wharf J-3 will be relocated below grade and a pedestrian plaza created, linking the lagoon with new development at Pier 45 and enhancing views back to the City. The boat ramp ad-

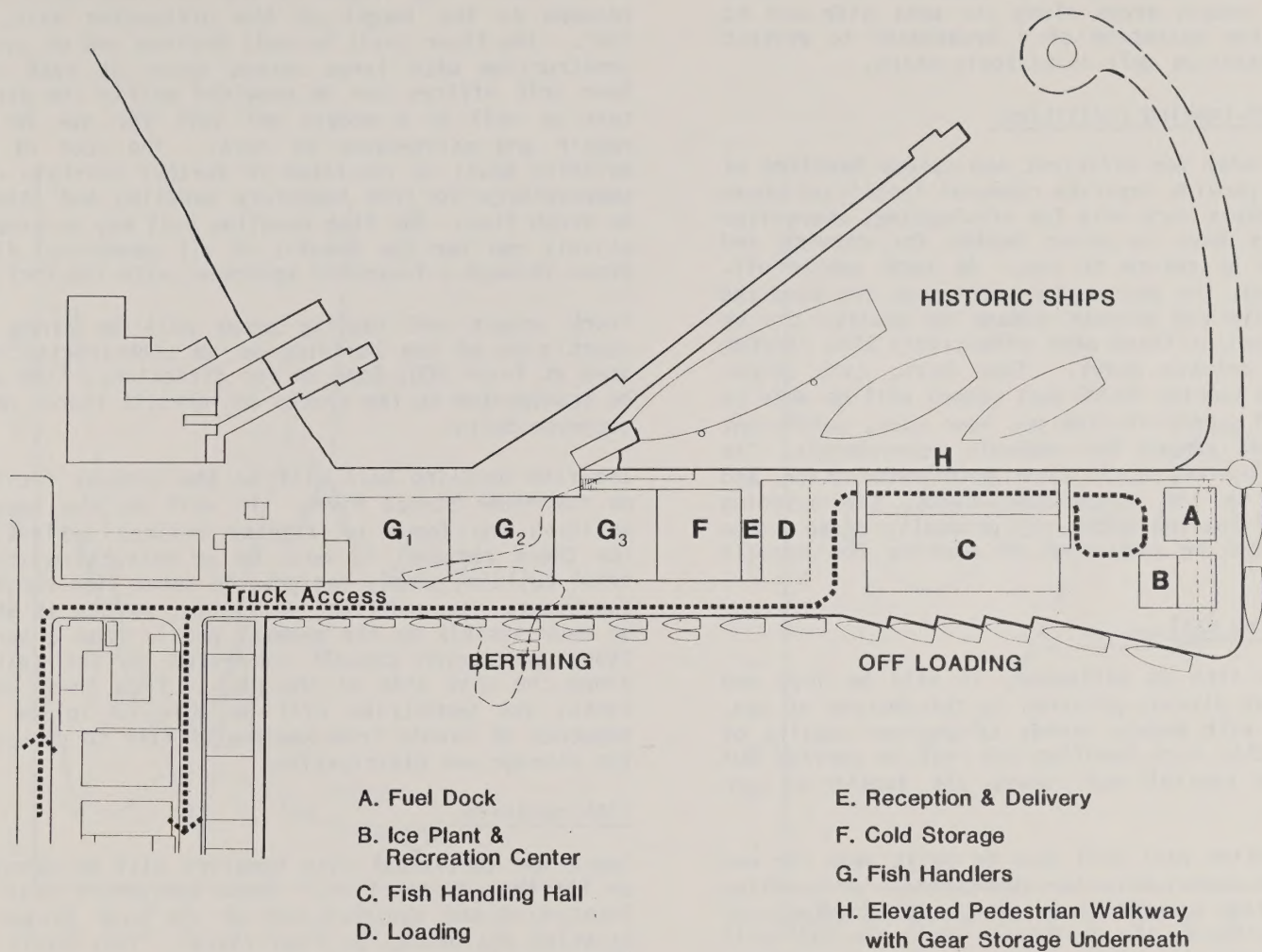
jacent to Castagnola's may be repaired and the area maintained as open space. The ramp will provide a different water's edge experience, in contrast to the vertical bulkhead found throughout the Wharf and will serve as a reminder of the Wharf's early days.

Wharfs J-7 and J-8

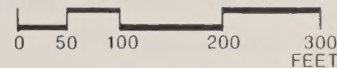
Pier 47B, which is in dilapidated condition, will be removed and the edge along Wharf J-7 improved for the berthing of commercial fishing vessels. Pier 47A will be rehabilitated for the mooring of commercial fishing vessels and used for boat access only. Fisherman's Wharf Seafoods at the western end of Wharf J-7 will be encouraged to relocate within Fish Alley and the building removed in order to enhance public access and views to fishing activities. Public access areas will be improved along the edge of Wharfs J-7 and J-8. Additional storage and lockers will be provided for the fishermen and existing storage and lockers rehabilitated where needed. An area at least 25' wide along the north side of the wharf and the Jones Street extension will be kept clear at all times for emergency and service vehicle access. Long term parking will not be permitted on the Wharf, although valet parking will remain.

HYDE STREET PIER

A new Hyde Street Pier/Breakwater, approximately 3 1/2 acres in size, will be built with off-loading and fish handling facilities, fuel dock, ice house, net loft, cold storage and other fishing uses. Space will be provided on the pier for the relocation of economic fishing uses presently found on Pier 45 as well as berthing along its entire length. Adequate truck access and loading areas will be provided and parking strictly prohibited except for fish handling. A new fishing basin will be created in the protected water area between the Hyde Street Pier and Pier 45.



HYDE STREET PIER/BREAKWATER



The pier will be designed to accommodate both viewing and public access areas along its west side and to allow for the extension of a breakwater to protect fishing vessels as well as historic ships.

Improved Off-Loading Facilities

The trend today for efficient and speedy handling of fish is to provide separate communal facilities where fishing vessels dock only for off-loading, whereafter the vessels move to other berths for service and turn-around or return to sea. At such public off-loading bays, the most modern equipment for handling fish speedily and without damage to quality can be installed and utilized more effectively than through individual private docks. Four bays, each accommodating an average 40-60 foot vessel will be able to handle 4000 pounds of fish per hour each, sufficient to meet peak demand for moderate improvements. As these off-loading facilities gain recognition and acceptance by the established firms, the existing private off-loading docks may gradually cease to be used and can be converted to mooring for vessels only.

Fish Handling Hall

As soon as fish is offloaded, it will be iced and boxed if not already prepared in this manner at sea. In keeping with modern trends to improve quality of fish products, such handling can best be carried out in a large central hall where all facilities are available.

A fish handling hall will thus be built near the end of the Hyde Street Pier for the purposes of handling the fresh fish brought in on commercial fishing vessels. To preserve the quality of fish, the hall will have a large air volume and no direct sunlight. Width shall be sufficient for loading and moving boxes by forklift, which indicates a maximum width of

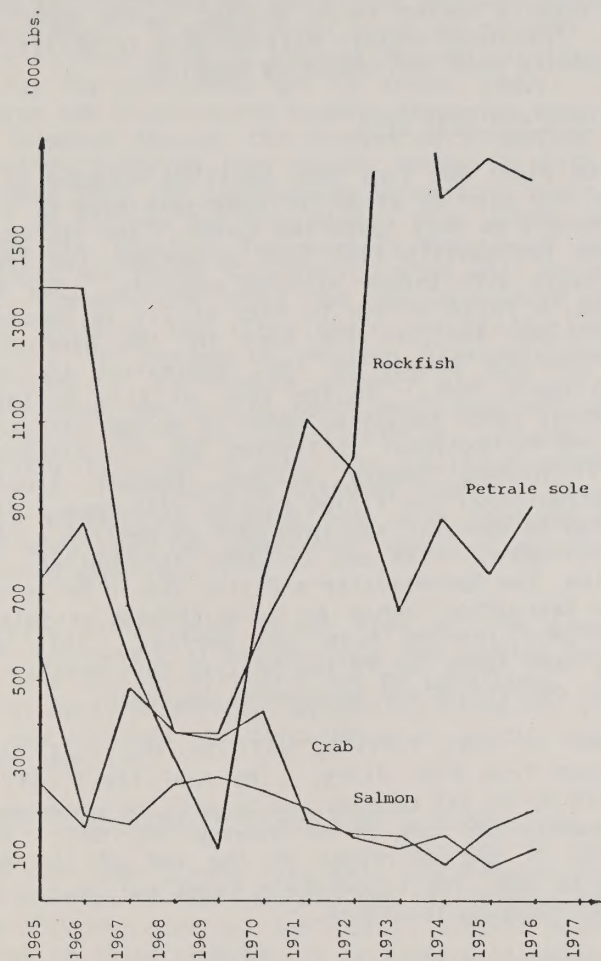
60-80 feet. The length of the building shall correspond to the length of the offloading bays, or 200'. The floor shall be well drained and of sturdy construction with large access doors at each end. Some loft offices can be provided within the structure as well as a modern net loft for use in the repair and maintenance of nets. The roof of the building shall be insulated to further maintain cool temperatures for the temporary handling and storage of fresh fish. The fish handling hall may be cooperatively run for the benefit of all commercial fishermen through a leasehold agreement with the Port.

Truck access and loading areas will be along the south side of the building in an unobstructed open area at least 100' long in one direction. Fish will be transported to the trucks on forklift trucks or on conveyor belts.

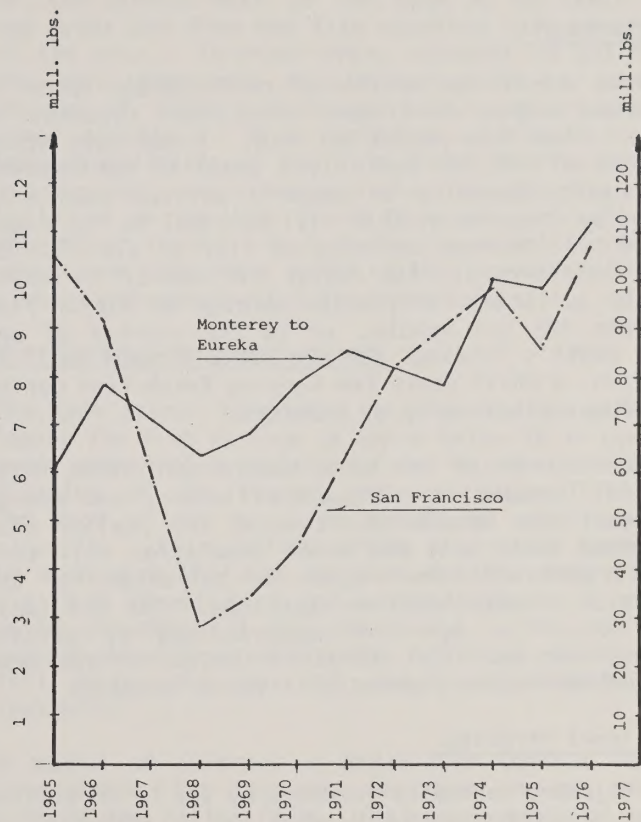
The fish handling hall will be the central facility on the Hyde Street Pier. It will be the largest building and focus of fishing related activities. For these reasons, it must be an attractive industrial building simply designed to serve fish handling functions. In addition, activities within it shall be made visible to the general public from a second story pedestrian catwalk connected to the walkway along the west side of the pier. From these overlooks, the pedestrian will be able to follow the sequence of events from loading of fish to packaging for storage and distribution.

Fish Handlers

Space for individual fish handlers will be provided on the Hyde Street Pier. These businesses shall be located at the southern end of the pier closer to existing businesses at Fish Alley. They shall include facilities for various fish handling activities, such as smoking, cleaning, and filleting as well as offices. To the greatest extent possible,



SPECIES LANDED IN SAN FRANCISCO



ANNUAL LANDINGS

Source NMFS

for efficiency of space and operations, communal facilities, such as the cold store, ice plant, and off-loading operations should be centralized and not be located within private buildings. The fishing-related activities presently on Pier 45 may be relocated to these facilities on the Hyde Street Pier as well as in Fish Alley.

Cold Storage

There is a need for additional cold storage space in Fisherman's Wharf. Present cold store capacity is about 2.8 million pounds of fish. A new cold store facility of 148,500 cubic feet shall be constructed to increase capacity to about 3 million pounds of fish. By comparison, this will be equal to the cumulative cold storage capacity at Pier 45 plus 50% of the cold stores at Fish Alley. It would, for example, be sufficient to provide storage of 30% of fish landings for 3-4 months, or to the storage of one whole month's landings for one month's duration. In addition, a chill store for keeping fresh fish during peak loads should also be provided.

The development of one large modern cold store facility will result in increased efficiency and energy savings. The removal overtime of the smaller old-fashioned units with deficient insulation will further create additional space in buildings for the expansion of fish handling functions. The new facility may be operated cooperatively by private interests to maintain attractive rates for the benefit of the active commercial fishing industry.

Additional Berthing

The projected increased landings by sea to 40 million pounds annually can be handled by an estimated 20 additional vessels. Taking into account the seasonality of fisheries, it would however be necessary to provide berthing for some 50 vessels of an average

length of 45 feet. As it is unlikely that they would be in port simultaneously, berthing space is planned with vessels docked three abreast during peak periods. Transient vessels will be able to utilize the off-loading bays for temporary mooring.

Ice Plant and Fuel Dock

The ice plant and fuel dock shall be located at the tip of the pier to allow for easy servicing of fishing vessels as they leave the harbor. The increasing demands for quality fish lead to demands for larger ice plants with bigger storage capacity. For most finfish, a ratio of ice to fish of 2:1 is required. Calculations indicate the need for the storage of about 400,000 pounds of ice, equivalent to about 12,000 cubic feet. To the rear of this building, additional space should be added to accommodate sanitary and recreational facilities for the fishermen. It will include showers, toilets, lockers, laundry, and recreational facilities to give fishermen a place to clean up upon arrival into port as well as a place to congregate, relax and exchange information. In addition, the Harbormaster's Office should be located at the Recreation Center to guide fishing vessels to appropriate loading bays and berths. This room should have views out to the bay, so that weather and traffic conditions can be readily observed.

Adjacent to this facility will be the fuel tanks relocated from Fish Alley. The fuel tanks will be operated by an oil company and be able to serve up to 100 vessels per day of an average 100 GRT. Most elements of the buildings at the end of the pier should be kept low to maintain views out to the Bay from surrounding locations.

Truck Access, Circulation and Parking

The Hyde Street Pier was selected as the location for the development of new fishing facilities primarily

because of its direct access to existing fish handling and distribution activities already centered in Fish Alley. Transportation, such as forklift trucks need to move directly between new and existing facilities for efficiency and to reduce costs. Circulation and truck access between these two areas shall be improved through the removal of a portion of an existing building that blocks access in Fish Alley between Hyde and Leavenworth Streets. Truck access will be one-way on Hyde Street from Jefferson, between the existing Franceschi's Restaurant and the Johnson and Joseph Chandlery. Egress will be one-way out through Fish Alley and up Leavenworth Street, thus avoiding the steep grade and traffic on Hyde Street. The roadway on the Hyde Street Pier shall be designed to accommodate two-way traffic of large semi-trucks and turning radii shall similarly reflect standards for these large vehicles. Access out of Leavenworth Street will also position commercial vehicles directly onto Columbus Avenue. It is not anticipated that fishing uses will generate a need for more than ten commercial vehicles per day, depending upon size.

Parking on the Hyde Street Pier will be prohibited for non-commercial fishing uses and parking for longer than one-day will also not be permitted. Parking areas shall be enclosed within buildings and shall in no way obstruct the circulation of trucks and forklift vehicles.

Pedestrian Circulation and Public Access

The new Hyde Street Pier will lie between the historic ships to the west and the traditional and modern fishing port to the east. Public access and views to these contrasting activities as well as out to the water should be heightened in new development. Pedestrian access on the Hyde Street Pier to the historic ships will be provided by the Golden Gate National Recreational Area. However, in order to

make fish handling activities more visible to the public and to encourage public access, a second level walkway at least 10 feet wide is proposed to extend along the western side of the pier to overlooks at the end of the pier and into the fish handling hall. In order that it does not obstruct views to the water, the walkway shall be left open at the truck loading areas and from the fish handling hall to the end of the pier. In other areas adjacent to buildings, the area underneath the walkway shall be used for storage of fishing equipment such as gear, bait and other supplies. View corridors should be created between buildings on the Hyde Street Pier to break up its massing and enhance vistas to the Bay. New buildings on the Hyde Street Pier and particularly at the end of it shall be kept low so as not to obstruct views from adjoining areas to the Bay and to enhance views to historic ships from Wharf J-6.

Pier/Breakwater Construction

The Hyde Street Pier will be supported on piles allowing for free passage of water below it in order to avoid undesirable impacts on the Aquatic Park beach, flushing of the lagoon, and recreational fishing. The deck of the new pier should be constructed of concrete. The stability of the pier shall be ensured by anchoring the deck between the existing fill at old Hyde Street Pier and a rubble mound or similar solid structure at the other end. The pier will extend out approximately 720 feet from the existing fill at the old pier and will be approximately 150 feet wide.

A number of alternative breakwater schemes for the Hyde Street Pier area were developed and evaluated as part of the Action Plan. The recommended scheme was selected on the basis of the following criteria:

- Minimal fill required
- Least cost of construction and maintenance

- Minimal disruption of existing ecology and hydrology
- Improved mooring conditions at Fisherman's Wharf
- Reduced wave action at the new fish pier to an acceptable level
- Improved conditions for historic ships
- Visual and aesthetic qualities

Although Pier 45, which is primarily on land fill, provides protection from the northeast, and the natural headland promontory at Fort Mason provides protection from the west, the Fisherman's Wharf area is exposed to waves generating from the WNW to NNE. In order to provide sufficient protection for the fishing basin, the following is recommended:

1. The development of a sheet pile wall or similar breakwater to protect that part of Pier 45 which is not located on land fill for protection from the northerly waves. This wall will not connect to the end of the core fill as a small gap between the two is desirable. The western corner of the Pier 45 concrete deck shall be suitably protected from accidental impact by rubberfendering.
2. A rubble mound structure or similar structure shall be incorporated at the end of the Hyde Street Pier for protection from the westerly surge extending its entire width.
3. Two alternatives are presented for further needed protection from the westerly surge. The first utilizes staggered piles angled below the deck of the Hyde Street Pier to deflect waves away from the historic ships. However, while this staggered pile breakwater will provide protection to the fishing basin, it will not necessarily improve the protection of the historic ships moored on the western side of the pier.

To protect both the fishing basin and the historic ships, an extended breakwater sweeping in a westerly curve from the tip of the Hyde Street Pier to the Municipal Pier is recommended. Although this pier would be somewhat more costly than the staggered pile breakwater, it would also provide greater protection. Further, it could be a visually appealing addition to the Aquatic Park area, reminiscent of Daniel Burnham's original design for the area.

Rubberfendering along the west side of the Hyde Street Pier shall be provided under either alternative for added protection for the historic ships.

Under either alternative, the proposed breakwater layout would consist of three structures, two on the Hyde Street Pier and one at the end of Pier 45 and would improve mooring conditions greatly. Waves entering the 120 foot harbor entrance will dissipate most of their energy and be reduced to acceptable heights and periods. It is anticipated that waves will be reduced at the off-loading area of the Hyde Street Pier to 1 foot for 95% of the time.

Fishing Basin

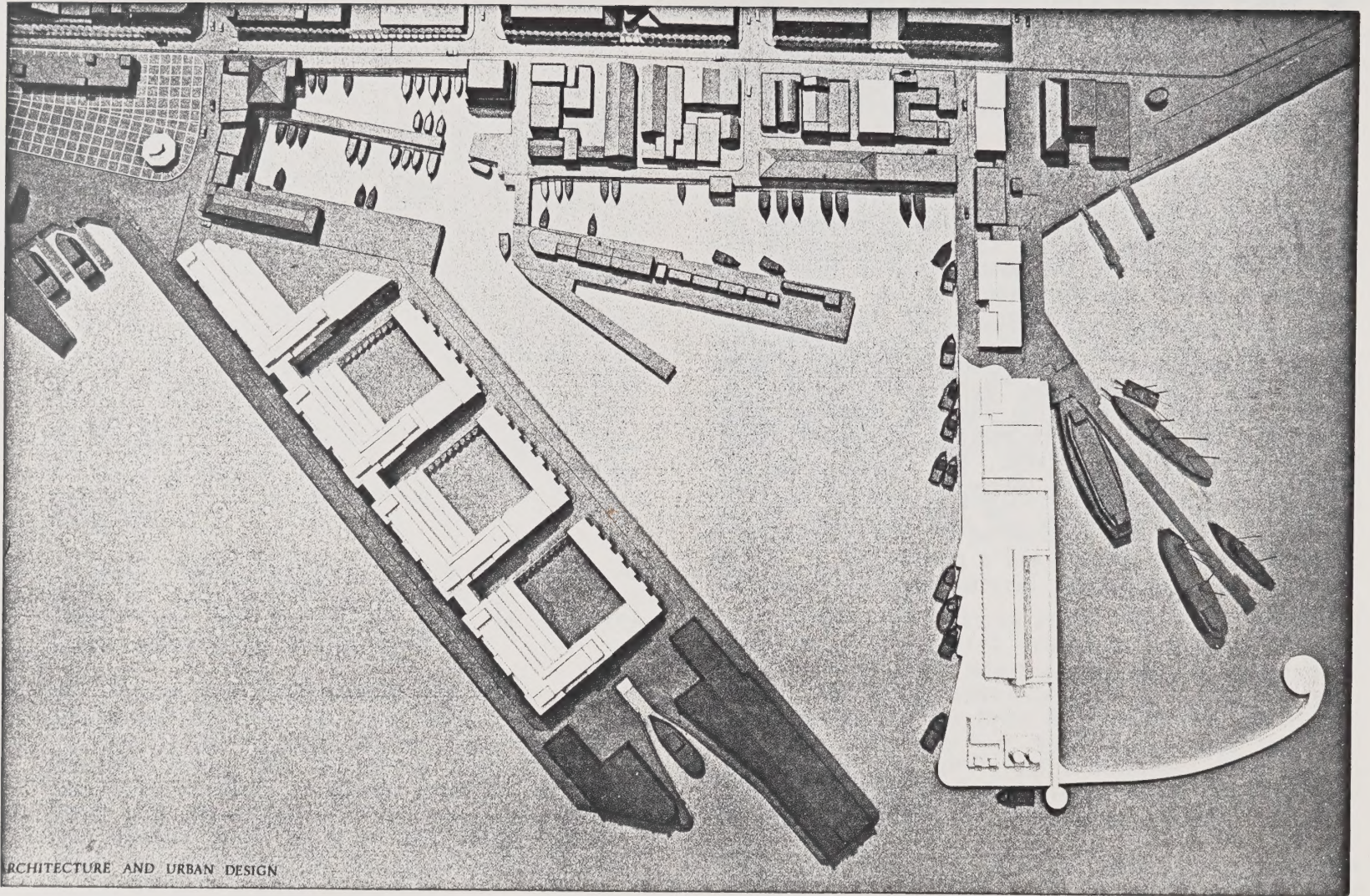
Wave absorbent structures along Pier 45 and below the Hyde Street Pier will create a protected fishing basin suitable for mooring and the off-loading of fish. The harbor entrance will be created between the extension of the Hyde Street Pier and the tip of Pier 45. This entrance shall be no wider than 120 feet in order to sufficiently dissipate waves within the harbor. The harbor entrance shall be adequately lighted and marked for navigational safety.

Generally, the basin shall be maintained at a depth of 26 feet to accommodate the largest fishing vessels

expected to be constructed in the foreseeable future. A turning area shall be established centrally within the harbor and kept clear of moored vessels, floats or fixed structures. Within the basin the southwest apron on Pier 45, Pier 47A, Wharf J-7 and J-10 shall be improved to accommodate the berthing of new modern fishing vessels in addition to areas along the new Hyde Street Pier.

Fisheries Training and Research Center

A west coast center for the training of fishermen and processors and education of consumers should be established. A site at the western end of Pier 45 is presently under consideration for the location of this facility. The Center should be a public-oriented focus of activities. It may occupy from 30,000-60,000 square feet and should include a major test tank, simulator room, marine biology and research facility, processing lab and teaching area, institute for fisheries technology, saltwater aquarium, fishing-related offices, and common areas for conferences, educational purposes, cafeteria, workshops and administration. The ferry slip at the end of Pier 45 should be considered for the mooring of a training/research vessel and a portion of it may be covered for conducting lessons and to facilitate repairs.



FISHING BASIN - PIER 45/HYDE STREET PIER

PIER 45

Background

The eleven acre Pier 45 is one of the many finger piers that was built along the waterfront after 1900. Finished in 1928, the pier was the largest of its kind, designed to moor four large ships along its sides and a ferry at the end. The construction of the pier is unique in that nearly half of its area (4.5 acres) is on landfill, contained by a concrete bulkhead wall. A service well four feet below grade runs the length of the pier.

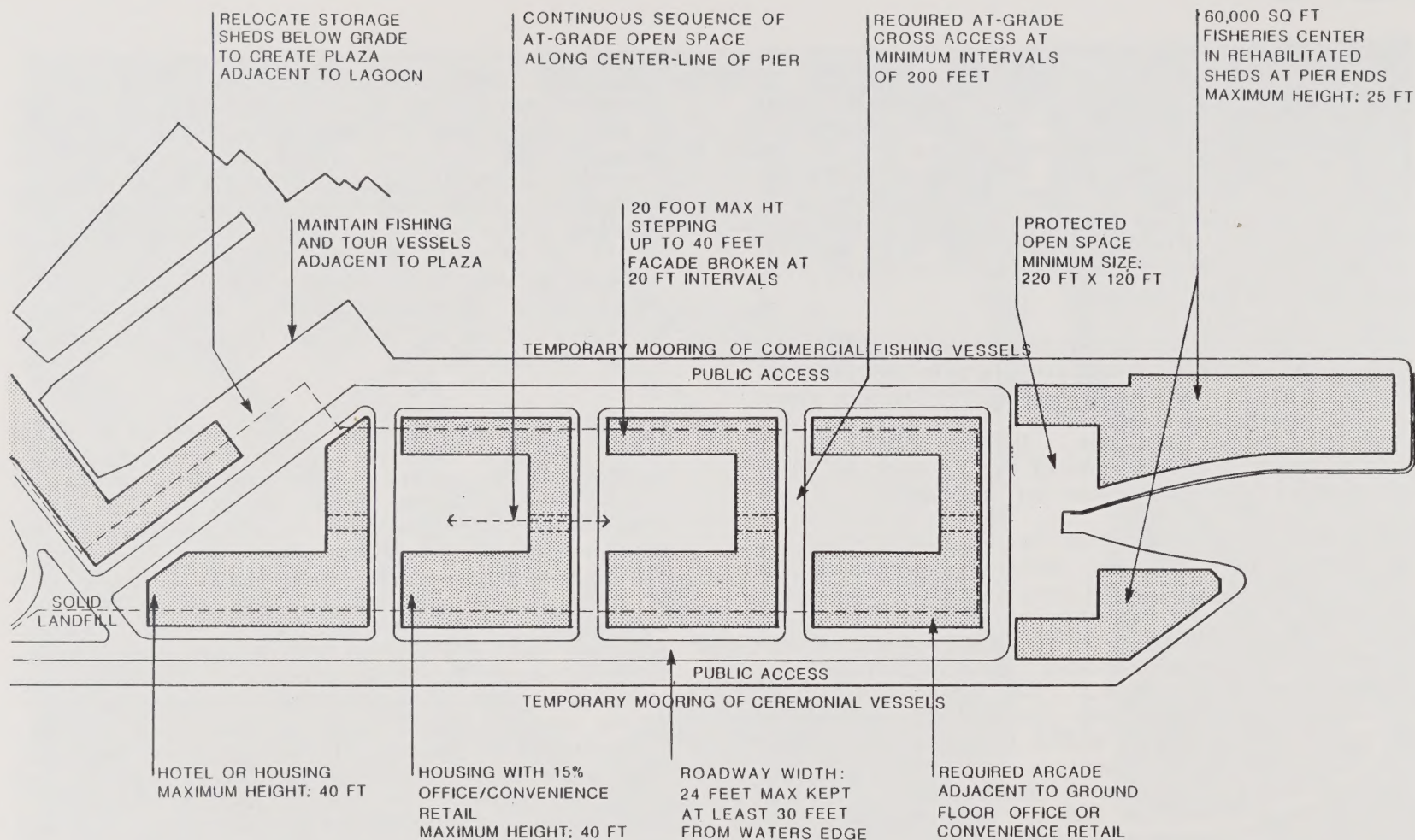
With the decline of commercial shipping in Fisherman's Wharf, Pier 45 has fallen largely into disuse. Apart from fishing businesses that occupy about 67,000 square feet under short term licenses, the pier buildings stand vacant. The use of Pier 45 for fish processing was considered by the Port in 1980, but a qualified response was not received.

The opportunity for reuse of the pier as a mixed use development has also been seriously studied by the Port. In 1974, five developers submitted proposals, all for a mixed use development with housing, hotel, commercial retail and parking uses. Each of the proposals would have generated over \$500,000 per year in revenue for the Port. The chosen development scheme by Gerald Hines Inc. included 400 residential units, a 300 room hotel, 45,000 square feet of office space and 600 parking spaces on site. Hines withdrew his proposal in 1975, due to the economic recession and the development of Pier 39 only one-half mile away. The future of Pier 45 has remained uncertain to this day. The opportunity for it to play a critical part in the revitalization of Fisherman's Wharf has resulted in a new set of objectives for its development.

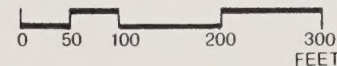
Objectives

Paramount among these objectives is that a new Pier 45 development help to create an environment which is attractive to residents as well as tourists, while improving public access to, and enjoyment of the Bay. Development will be contingent on the construction of the Hyde Street Pier/Breakwater. Program components should be properly balanced in order to prevent competition with Wharf enterprises, to enhance the public open space environment, and to minimize parking and traffic impacts on the surrounding area and on the pier itself.

Design objectives stress the importance of existing views, and the need to create new viewing opportunities to the Bay and City. Development of Pier 45 should provide maximum public access at pier level; the public access should be an integral part of the pier development and should create varied and interesting open spaces. Buildings should be compatible in scale and form with those in the surrounding area, and provide public open space that is suitably exposed to sun, and protected from the wind. Pedestrian movement should be along the pier edges and ends, as well as across the pier, creating an interesting and accessible at-grade open space network. The westernmost 500 feet at the tip of the pier must be reserved for cultural and/or educational use and public open space. The Port at present is considering a Fisheries Training and Research Center for this area, which would be compatible with these goals.



PIER 45 DEVELOPMENT GUIDELINES



Program

	Minimum	Maximum
Housing:	350 units	550 units (1)
Hotel:	0 units	250 units
Office:	30,000 sq ft	100,000 sq ft
Convenience Retail:	0 sq ft	50,000 sq ft (2)
Conference/Exhibits:	0 sq ft	40,000 sq ft
Institutional	30,000 sq ft	60,000 sq ft (3)

- (1) Consistent with RCDC policy, if structural changes to the pile-supported platform are required, then new housing development will be limited to the portion of Pier 45 on solid land fill.
- (2) Convenience retail is defined as locally serving commercial use, such as groceries, delicatessens, liquor stores, beauty/barber shop, post office.
- (3) Includes the Fisheries Training and Research Center to be established at the end of the pier for the training of fishermen and processors and education of consumers. The center is discussed in greater depth under
Fish Alley/Hyde Street Pier.

Circulation

A clear pedestrian circulation system will be established, which links the Wharf with the recreational and cultural amenities on Pier 45. This network may be composed of promenades at the water's edge, at-grade crossings that connect the two sides of the pier at minimum intervals of 200 feet, and a pedestrian way along the center line of the pier. The principal form of circulation on the pier must be pedestrian. Surface vehicular movement should be

minimized, and be located at least 30 feet away from the water's edge. The road will be no more than 24 feet in width, permitting two lanes of movement.

All parking on Pier 45 must be located below grade on the landfill portion of the pier. Such a substructure must act to seismically stabilize buildings placed on top of it. Parking must be kept completely below grade to avoid the obstruction of negative pedestrian movement impacting views. To minimize any negative traffic impacts, parking must serve pier uses only and not exceed: .75 spaces per residential dwelling unit; 1 space per 8 hotel units; and 1 space per 10,000 sq ft of office or convenience retail.

Open Space

An accessible and understandable system of open space, appropriate to the needs of visitors as well as residents must be created on Pier 45. This will take the form of a hierarchical network of open space ranging from intense public to sheltered semi-public use. Open spaces include: a promenade along the pier aprons; a plaza adjacent to Fisherman's Wharf lagoon; a park and two outlook areas at the pier end; and at-grade open space along the center line of the pier, and across its width at frequent intervals.

The promenade will be built on improved wooden 'aprons' on both sides of Pier 45. The temporary mooring of ceremonial vessels will be continued alongside the aprons on the north side of the pier. Only commercial fishing vessels will be permitted to moor on the pier's south side. Lighting must be pedestrian in scale, at no more than 20 feet in height, and at an average of 60 feet apart. Street furniture and lighting will match that used along Jefferson Street to ensure a consistent vocabulary of public elements.

The single story storage sheds adjacent to Fisherman's Wharf lagoon should be cleared to link the Pier 45 development to the lagoon and to create an active waterfront plaza of approximately one half acre. Storage could be relocated in a below-grade space adjacent to the existing restaurants. Active uses must be located on the ground floor level adjacent to the plaza. Activities related to the fishing industry should be encouraged in the plaza. A sports fishing dock should be developed alongside the existing tour boat operations. Development on Pier 45 must define the plaza on at least two sides, protecting it from the westerly winds, and maintaining desirable sun exposure and views to the city and Bay.

Outlooks must be provided on the Bay end of the Pier, as must a major wind protected park. The park, measuring at least 140 feet by 280 feet, will serve as open space relief between adjacent residential development and the Fisheries Center. The outlooks should be developed as extensions of the public interior space of the Fisheries Center, and connect directly to the promenades along the pier aprons.

A continuous sequence of at-grade open space must be provided along the center-line of the pier, and across the pier at maximum intervals no further than 200 feet apart. These spaces must be well protected from winds and permit at least 3 hours of daily sun penetration to ground level. To ensure a comfortable open space environment designs should be tested in a wind tunnel simulation lab.

Building Form

The massing and organization of the Pier 45 development must reflect the small scale character of the adjacent Fish Alley, as well as the linearity and clarity of the pier structures along the San Francisco waterfront. Building organization must ensure maximum solar penetration to units and at grade open

space, suitable protection from westerly winds and orientation to desirable views. In general buildings should step down from the north side of the pier to the south. To preserve views from the Wharf to Alcatraz and the Bay, no development above 25 feet may be permitted within 500 feet of the end of the pier. The Plan assumes that Pier 45 is structurally sound for non-maritime development, and that no improvement to the fill or piling portion will be necessary.

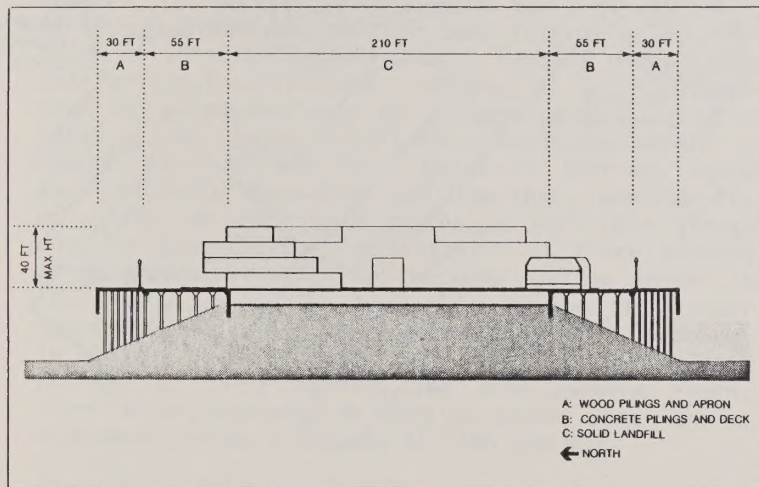
This portion of the pier is reserved for public access, open space, the Fisheries Center and other cultural, recreational and educational uses. The Fisheries Center may be housed in the existing pier buildings adjacent to the former ferry slip or in new structures of a similar bulk, not exceeding 25 feet in height. Enclosed areas should be integrated with public access and open space to provide shelter from westerly winds and to provide pedestrian amenities at ground level.

Because of Pier 45's prominent position on the Bay, it is important to ensure a visually attractive building mass. Buildings should be designed to step down from north to south, permitting generous views back to the city, and maximum solar penetration to open space and units, as well as creating a visually diverse roofscape of terraces and galleries. Such a design will also create a diverse pedestrian experience: the south edge of the pier is envisioned as a pedestrian esplanade in scale with the lagoon and lower structures of Fish Alley, the taller northern edge as a more active promenade forming a strong edge to the large expanse of open water, and defined by ground level office and local retail uses.

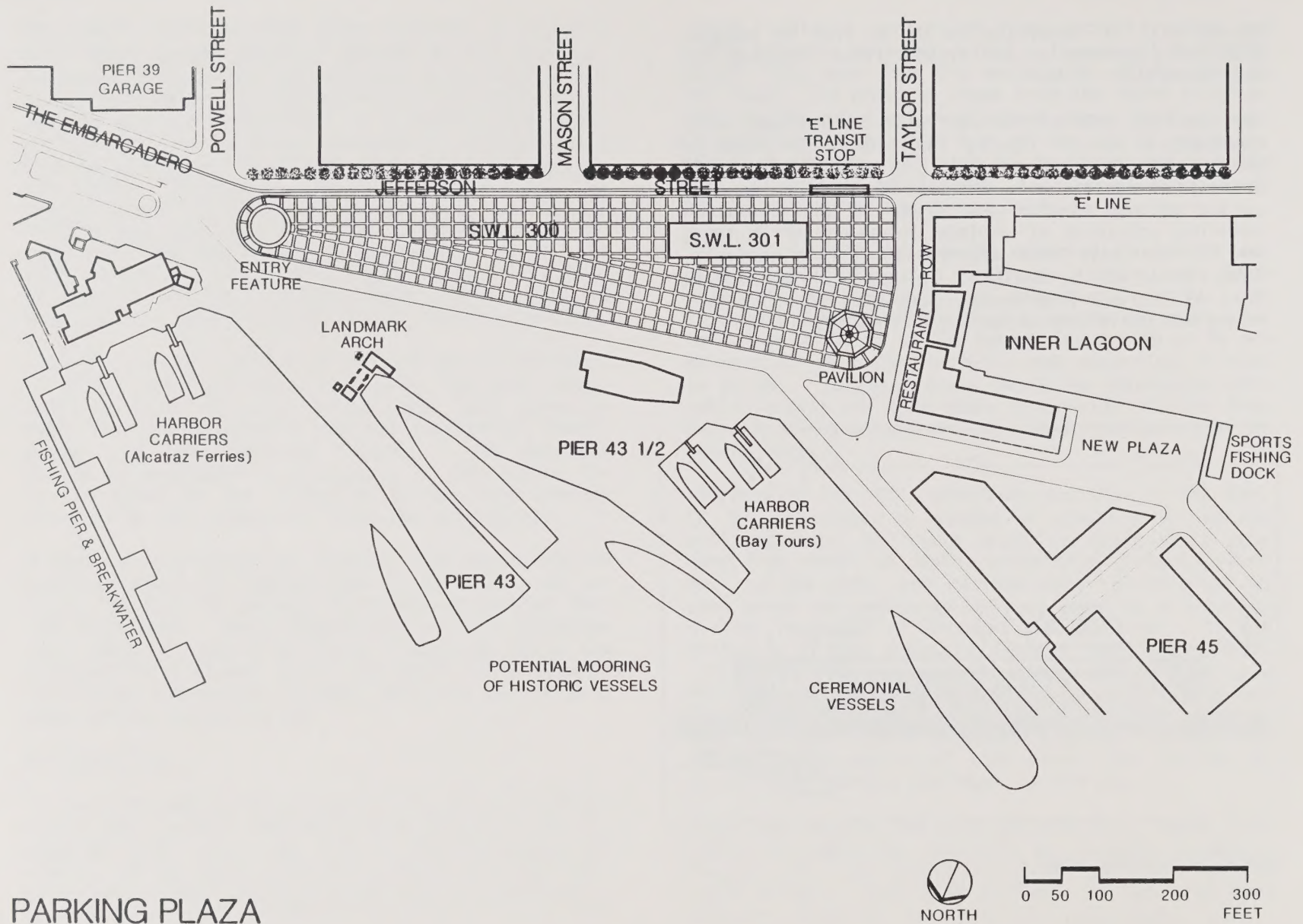
The north face of the pier is seen as a linear wall broken at geometric intervals by streets, archways, loggias etc. and connected by a consistent ground floor arcade. This form reflects the building mass of piers along the San Francisco waterfront. Devel-

opment will be permitted to be 40 feet in height, with forty percent of all fourth floor frontage set back a further 10 feet.

The southern face of the pier will be developed with townhouses and/or flats, limited to 20 feet in height, and designed to form the edge of the residential esplanade. An interesting and active elevation of bay windows and steps is encouraged by ensuring entrances at minimum intervals of 30 feet, and 20 foot bays with alternating 5 foot setbacks. This facade may be designed to step back at no more than 45 degrees from grade, providing generous terraces and galleries up to the 40 foot height limit.



Pier 45 Development section



PARKING PLAZA AREA

Background

Historically, the area north of Jefferson between Taylor and Powell Streets has acted as a service area to the more intensely utilized portions of the Wharf, particularly restaurant row. In the early 1900's, its importance was primarily as a rail yard with Pier 43 serving as a rail ferry terminal. With time, tourist commercial uses and restaurants located around Taylor and Jefferson Streets. With the completion of Pier 39 in 1979, the parking plaza area became the physical center of the Wharf, between "restaurant row" focused on the lagoon and the new specialty center to the east.

However, the parking plaza area is not a vital center of Wharf activities, neither does it provide a clear sense of identity supported by a readily understandable physical environment. Rather, it is characterized by a predominance of surface parking, with a total of 515 spaces in both the Franciscan lot and in Seawall Lots 300 and 301. On-street parking, which is relatively long-term and low-cost, amounts for more than 70 additional spaces on Jefferson Street and The Embarcadero. Utilization of these parking areas varies dramatically, because parking demand in the Wharf is highly seasonal. During the summer tourist season, most parking areas are full, however, in the off-season months, many are empty. Similarly during the early morning and late evening hours, there is an abundance of parking spaces which are at a premium during the hours of 11AM and 9PM.

Circulation throughout this area is unclear, with poorly defined streets and inadequate sidewalks. The Embarcadero ends its broad sweep along the waterfront by splintering off into a number of routes, each with an obscure destination. Instead of creating a strong

sense of entry into the Wharf, the juncture of The Embarcadero at Jefferson Street is confusing. Lacking guideposts or landmarks for orientation, the experience of moving through the Wharf can be extremely frustrating for the motorist.

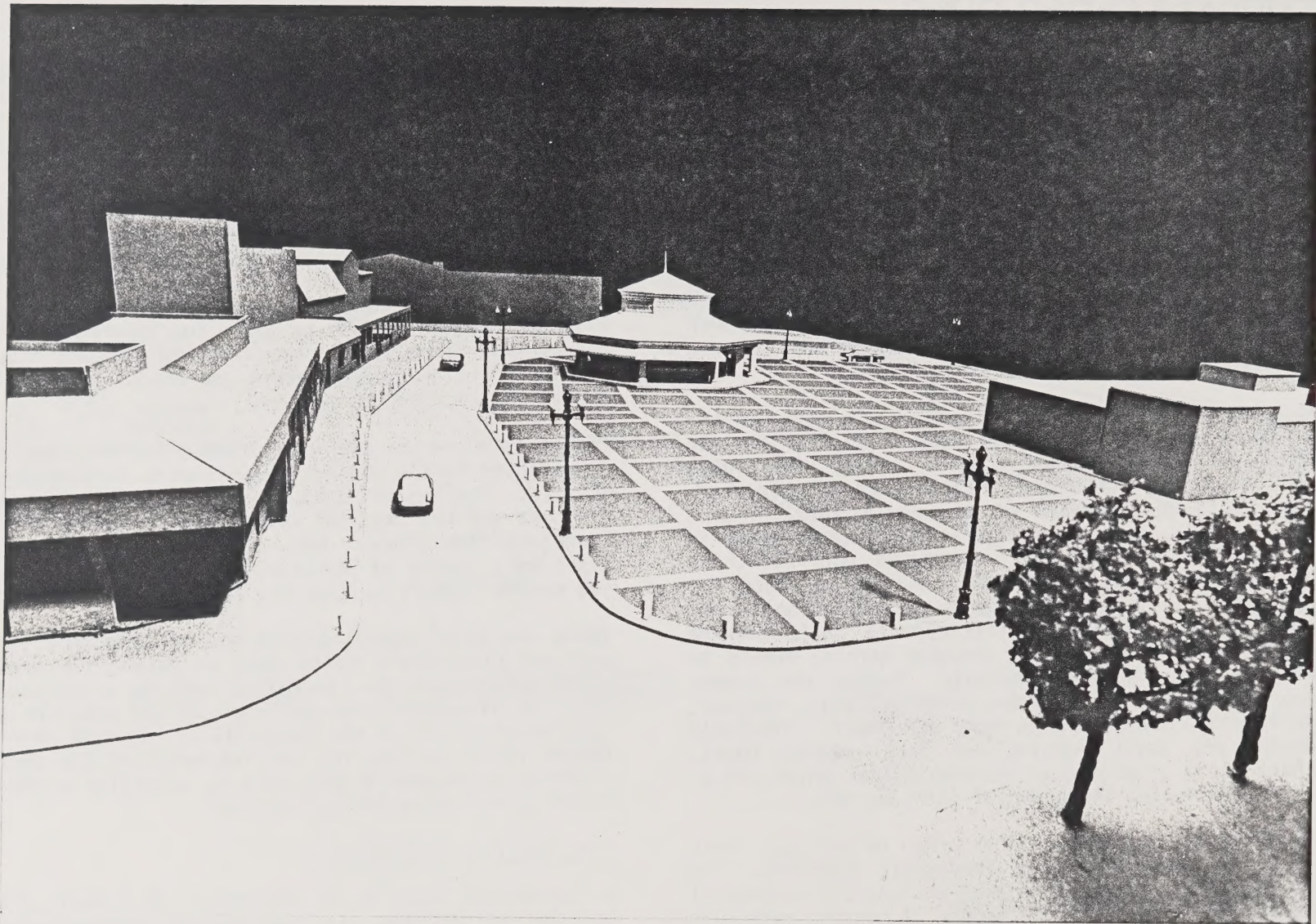
For the pedestrian, this part of the Wharf can be equally unappealing. The area of highest pedestrian concentration is at Taylor and Jefferson Streets, yet inadequate sidewalk and pedestrian zones exist. Between Pier 39 and restaurant row, poorly defined sidewalk areas create hazards for traffic, with pedestrians forced into the street or parking lots. Excessively high curbs, meters and chain-link fences create obstructions to movement.

Visual barriers to the waterfront make the lack of orientation in the physical environment further pronounced. The area affords some of the best views to Alcatraz and the Bay that can be found along the San Francisco shoreline. Yet, they are obscured from sight by a jumble of structures, some of which, like the wooden fenders on Pier 43, are obsolete.

There are clear opportunities for transforming this part of Fisherman's Wharf into an attractive area, which strengthens the linkage between the traditional Wharf at restaurant row and Pier 39 and provides an open space relief to the intensity of adjacent development while serving the parking needs of the area. Proposed improvements will help to establish a clear identity and focus for activities.

Parking Plaza Improvements

A fan-shaped plaza is to be created on Seawall Lots 300 and 301 between The Embarcadero, Jefferson and Taylor Streets as the gateway to the Wharf and ter-



FISHERMAN'S WHARF PLAZA AND PAVILION

minus to The Embarcadero. This clearly defined open space will provide the Wharf with a much-needed focus and open space relief to the intensity of surrounding commercial development.

The plaza will allow a wide range of activities to occur within a simple, coherent design. It will have a flexibility unconstrained by fixed elements. Rather than being developed as a landscaped space, the parking plaza is conceived within the Italian piazza tradition, as a hard-surfaced open space that reflects its demanding environment and historic character and accommodates many layers of activity at different times of the day and throughout the year. The plaza will be open and unobstructed, creating a window to the bay.

The existing parking lots will be enlarged as surrounding streets are narrowed in size. Barriers to pedestrian movement, such as the high curbs, and chain-link fencing, will be removed. The plaza will be regraded and resurfaced, utilizing a 20' x 20' grid paving pattern of basalt block, asphalt or concrete. This grid would establish a flexible layout for parking and circulation without requiring bumpers or striping. Street furniture and lighting consistent with standards utilized throughout the waterfront will define the perimeter of the parking plaza.

The intersection of Taylor and Jefferson Street is the major focus of pedestrian activities in Fisherman's Wharf. The location of the public pavilion in the northwest corner of the plaza will further serve as an attraction for pedestrians. To enhance pedestrian activity in this area, and further improve the overall attractiveness and appearance of the area, the westernmost 120 feet of the plaza will be permanently reserved for pedestrians and cordoned off from vehicular traffic with the use of concrete bollards. A major transit stop on the proposed historic "E" line will be located at the corner of Jefferson and Taylor Streets adjacent to the plaza.

No new permanent buildings will be constructed within the plaza, with the exception of the public pavilion to be located in the northwest corner of the plaza. The pavilion is designed as an attractive landmark structure carefully sited to avoid the obstruction of views from adjacent restaurants. It provides long-needed public restrooms within the core of the building with an active perimeter created by relocated commercial uses. Products to be merchandised in the building should be of a high quality of appeal to residents and tourists alike. The conditions of the lease shall require high standards for maintenance of the public restrooms by the commercial lessee.

To maintain the integrity of the plaza, no abrupt changes of grade shall be permitted within it. To further give it unity, only two curb cuts will be allowed for access along the Mason Street right-of-way. Sidewalks will appear as part of the 20' paving grid and pedestrian movement encouraged in these areas. Benches and trash receptacles spaced 30 feet on center will be provided for pedestrian comfort and convenience. Concrete bollards no higher than 30" and at about 5' spacing will be used along the entire plaza side of the sidewalk. Lighting should be incorporated into the bollards to highlight the edge of the plaza at night. Double-headed Embarcadero light standards will be used no greater than 20 feet in height and at an average of 60 feet on center.

A ceremonial entry feature is to be built at the easternmost end of the plaza where The Embarcadero meets Jefferson Street. This will be a vertical element that calls attention to the plaza as the gateway to the Wharf and symbolic terminus to The Embarcadero. It may be a sculpture, water feature, fountain, bosque of trees, or historic object. Existing signs and free-standing objects within the plaza will be removed as they tend to contribute to the confusion of the area and visually compete with the entry feature.



FISHERMAN'S WHARF PAVILION

The plaza will become the focus for seasonal events of a cultural nature. These might include special festivals associated with the temporary mooring of a ceremonial ship at Pier 45, fairs to celebrate the beginning of crab or salmon season, the annual blessing of the fleet, or Columbus Day embarkations. The sale of commercial goods will not be allowed at these special seasonal events.

During the peak summer months, the plaza will be used for parking. The number of parking spaces available within the plaza will essentially remain the same. The plaza will be operated by only one leasee, responsible for high quality maintenance and innovative management. The operator will not be allowed to use striping or concrete bumpers, with the paving grid serving as a subtle organizing pattern for parking layout. The operator may also be required to institute a validation system as part of an overall management strategy to be adopted throughout the Wharf.

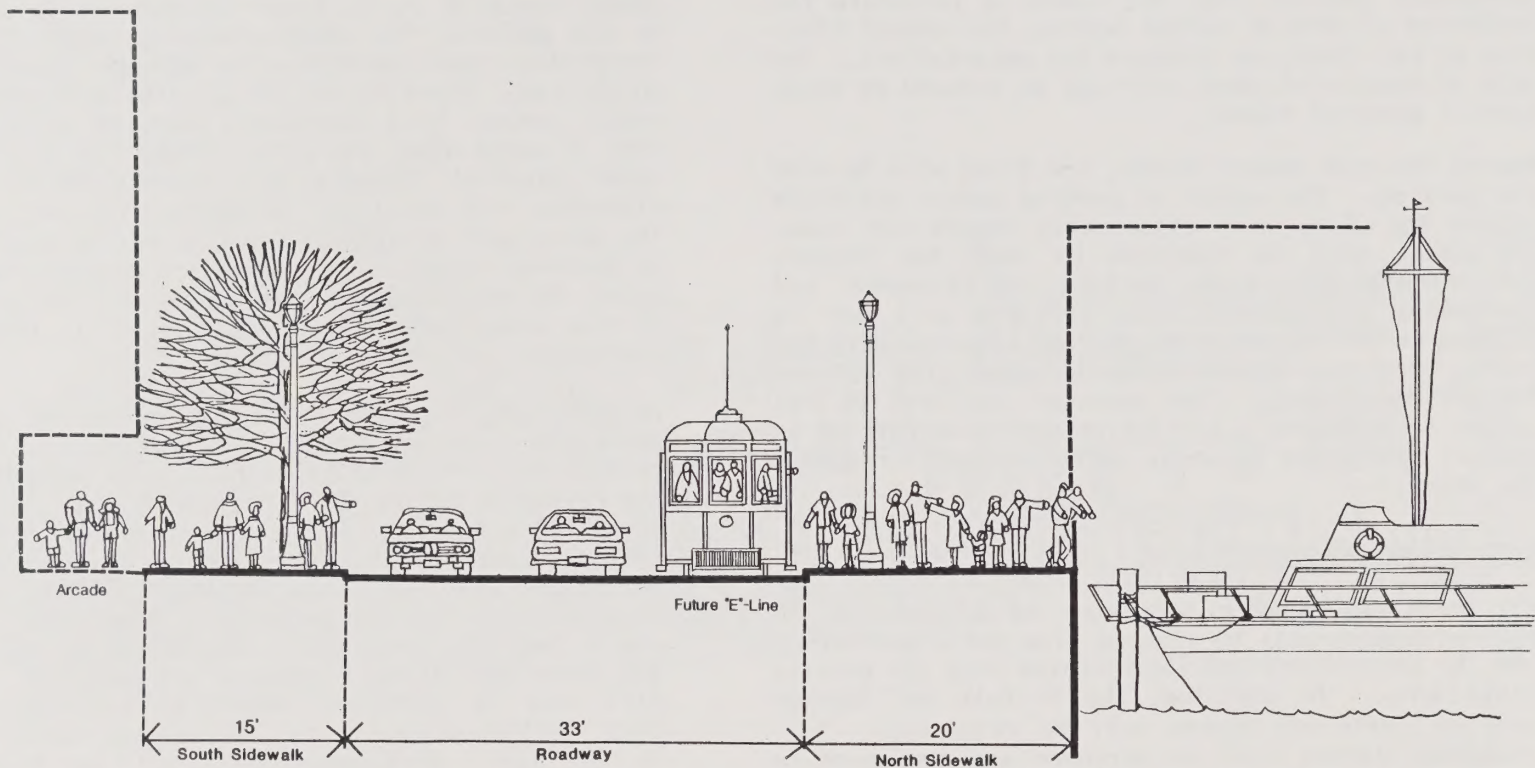
Circulation Improvements

All on-street parking amounting to a total of 70 metered spaces will be removed from Jefferson Street and The Embarcadero and incorporated into the parking plaza area. In addition, the 19 Polk bus layover area on Jefferson Street will be relocated. Surrounding streets will be narrowed and realigned to create better circulation within the Wharf. Access to Pier 45 will be from The Embarcadero. Jefferson Street will be improved for the development of the historic streetcar line. Sidewalks along the south side of Jefferson Street and the north side of The Embarcadero will be enlarged, and public access improvements will be made on Piers 43 and 43 1/2 in order to strengthen linkages between restaurant row and Pier 39 and to reduce traffic hazards.

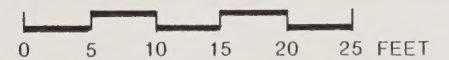
Piers 43 and 43 1/2

The rail ferry terminal at Pier 43 is to be abandoned, since it is no longer needed and is a hazard to the public. The wooden bumpers, which line the ferry slip, shall be removed to enhance visual access to the bay. Piers 43 and 43 1/2 will be improved for public access in a continuous band at least twenty feet in width along the edge. Chain-link fencing and other physical elements that divide the site into disparate and unrelated elements will be removed. The piers will be left as open as possible so as not to obstruct views to the water and adjacent historic ships. No new permanent structures will be permitted in this area. Parking over water should be removed in conformance with BCDC policies.

In addition, historic ships may be moored in this area. Any ships moored in this location must conform to BCDC historic ship guidelines. The Balclutha, if not relocated by the GGRNA to Aquatic Park, should be relocated within the ferry slip to create a dramatic feature framed by the entry arch. The arch will be maintained and improved as an important historic and entry element in the waterfront landscape. Helicopter and STOL ports shall be prohibited in this or any other part of the Fisherman's Wharf area. No new fill will be permitted except to maintain present uses, including tour boats, ferries and public access to the bay. Replacement fill will be limited to replacement of commercial recreation uses involuntarily destroyed.



CROSS SECTION OF JEFFERSON STREET



JEFFERSON STREET

Background

Jefferson Street is the major vehicular and pedestrian corridor of Fisherman's Wharf, forming an urban backdrop to the active waterfront, and connecting the area's many attractions. The street serves a variety of roles: as pedestrian esplanade between Ghiradelli Square and Aquatic Park to Pier 39; as a retail, novelty and restaurant row, and as the principal route for fish products leaving and arriving at the Wharf. At present the street is experiencing serious problems of congestion. Pedestrians are confined to narrow sidewalks, and at times are forced to walk in the street itself, creating a hazardous traffic situation. This is exacerbated by encroaching arcades and out-buildings on public sidewalks. Further, the street lacks a consistent treatment that would reinforce its identity as the central spine of the Wharf.

New buildings along Jefferson Street do not always serve to reinforce this identity. Many fail to provide the same level of pedestrian amenity and street level activity that is traditional to the area. The increasing number of theme-oriented businesses along Jefferson Street further dilute the identity of the street as the main axis of Fisherman's Wharf. While the present 40 foot height limit has been an effective ordinance in preventing the obstruction of views from the neighborhoods of Russian and Telegraph Hills, it has encouraged a planar building form in stark contrast to the more finely textured buildings of Fisherman's Wharf.

Public improvement on Jefferson Street is scheduled to begin with the preparation of construction documents for sidewalk improvements and the restructuring of the bulkhead wall adjacent to Fisherman's Wharf lagoon in October 1981. In

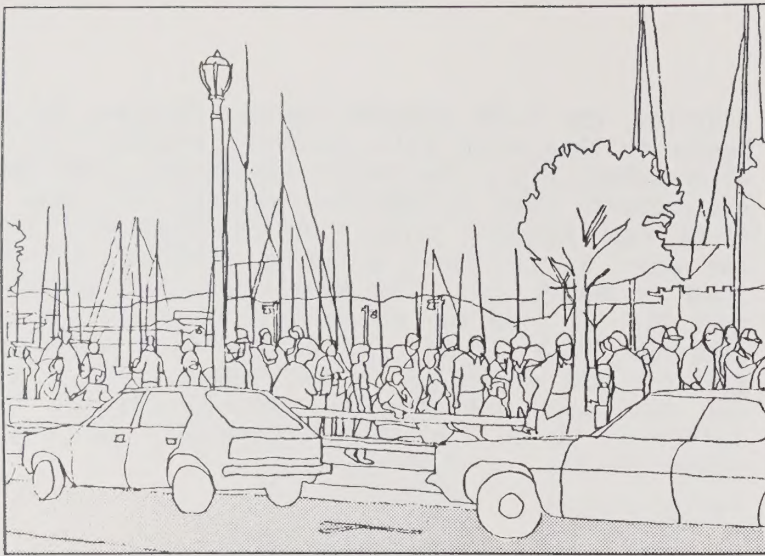
addition, the I-280 Transfer Concept Program, due to begin at this time will evaluate transportation alternatives along the entire Embarcadero corridor. Alternatives will include the proposed "E" line, a fixed rail historic transit vehicle that will link the Wharf to the Ferry Building, downtown and the South of Market area. The Muni 5 year plan proposes that the "E" line run oneway west on Jefferson and east on Beach Street. City Planning Commission policies call for an exclusive transit right of way for the rail vehicle. The design concept for Jefferson Street provides a framework for these future actions.

Design Concept

In order to maintain flexibility for future traffic management decisions at Fisherman's Wharf, Jefferson Street improvements must be able to accomodate a range of traffic schemes: from a two-way transit-priority street with limited vehicular access to a one-way transit priority street with one or two-way auto traffic. A continuous 33 foot traffic right of way will achieve this flexibility, while still permitting substantial sidewalk improvements. In order to accomodate all of these functions however, all on-street parking on Jefferson Street must be removed.

Delivery will be encouraged through rear alleys or side streets, wherever possible. Where sidewalk dimensions permit delivery zones will be established with the use of mountable curbs, permitting sidewalk loading. A time management system, restricting deliveries after 11 a.m. should minimize pedestrian-vehicular conflicts.

In addition to these areas, a special loading/-delivery zone is needed for Fish Alley. On the north-



Congested sidewalks along the lagoon

ern side of Jefferson, between Leavenworth and Hyde Streets, there exists 150 feet of frontage set back from the curb by 32 feet. New structures along this portion of the block must maintain this setback in order to create the loading/delivery zone adjacent to Fish Alley. Up to four large transport vehicles could gain access to this zone over mountable curbs. A 15 foot wide right of way on the site of the present tank yard will connect this area to the interior businesses along the waterfront, permitting passage of fork lift trucks.

The north side of Jefferson Street, in sun throughout the day and closer to the water, experiences a great deal of pedestrian traffic. With the removal of on-street parking these sidewalks can be widened as much as 8 feet. Along the southern edge of the street, the existing 15 foot wide sidewalks will be maintained. Along this sidewalk between Taylor and

Mason Streets, existing out-buildings encroach significantly on to the sidewalk. Because the curb line of this block is approximately 5 feet south of the adjacent blocks, the sidewalk can be widened accordingly, giving pedestrians the choice of walking under arcades or on the open sidewalk.

An overall landscaping scheme of street trees planted in the ground, at 30 foot centers along the southern side of the street will unify and improve the identity of Jefferson as the Main Street of Fisherman's Wharf. No trees will be permitted on the street's north side, in order to preserve open views to the water.

A coordinated policy of lighting and street furniture must be established along Jefferson Street. Lighting shall consist of single-headed Embarcadero fixtures, 20 feet in height, spaced no more than 60 feet apart, and set back 5 feet from the curb. All benches, bollards and trash receptacles shall be designed and sited carefully to avoid the obstruction of movement and views. The railing adjacent to Fisherman's Wharf lagoon shall be constructed of steel, and designed to permit maximum visibility through vertical members.

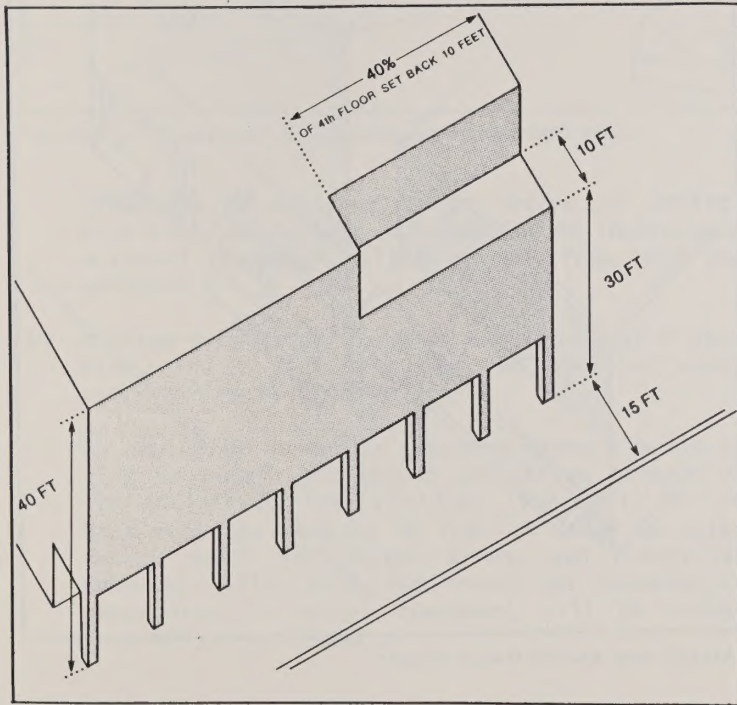
Paving must be of a non-porous, hard material. As sidewalks are rebuilt a consistent paving pattern, compatible with the design and color of the plaza on seawall lots 300 and 301 should be established.

A coherent street design must depend upon private development adjacent to the right of way, as well as public improvements. The following guidelines supplement the improvement program and are aimed at ensuring attractive, well-scaled buildings, compatible materials, pedestrian comfort and an active street life.

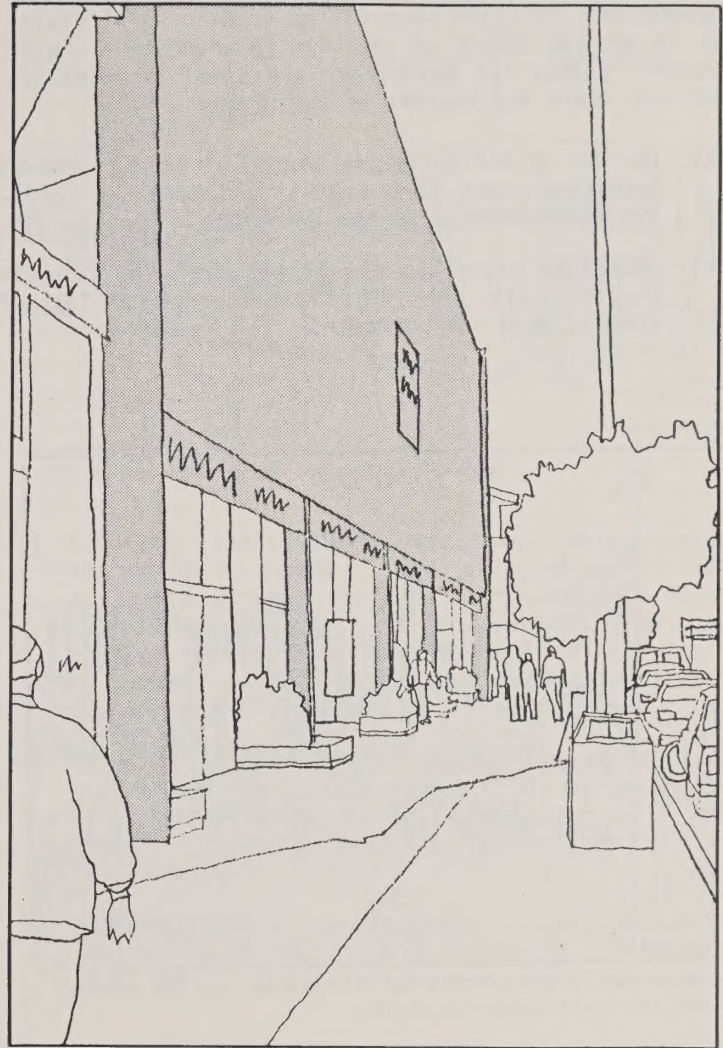
Height and Bulk Guidelines

These guidelines are intended as a more detailed refinement of the existing 40 foot height limit and are aimed at maintaining the fine scale and texture of Fisherman's Wharf, by:

- a) Requiring that 40% of all 4th floor frontage (or 20 feet, whichever is more) be set back from the building facade, a minimum of 10 feet.
- b) And that the maximum length of uninterrupted 4th floor frontage be 40 feet.



Jefferson Street: Height and Bulk



Buildings should avoid uninterrupted blank facades

Building Design

The buildings of Fisherman's Wharf do not employ one predominant building material or architectural style. It is not the intent of the Plan to advocate a single theme. Rather the guidelines are aimed at maintaining the scale and texture of the Wharf:

- a) The use of reflective or tinted glass will not be permitted since they tend to alienate the interior environment from the exterior.
- b) Building materials should be light in color in keeping with the San Francisco vernacular of stucco, wood and concrete.

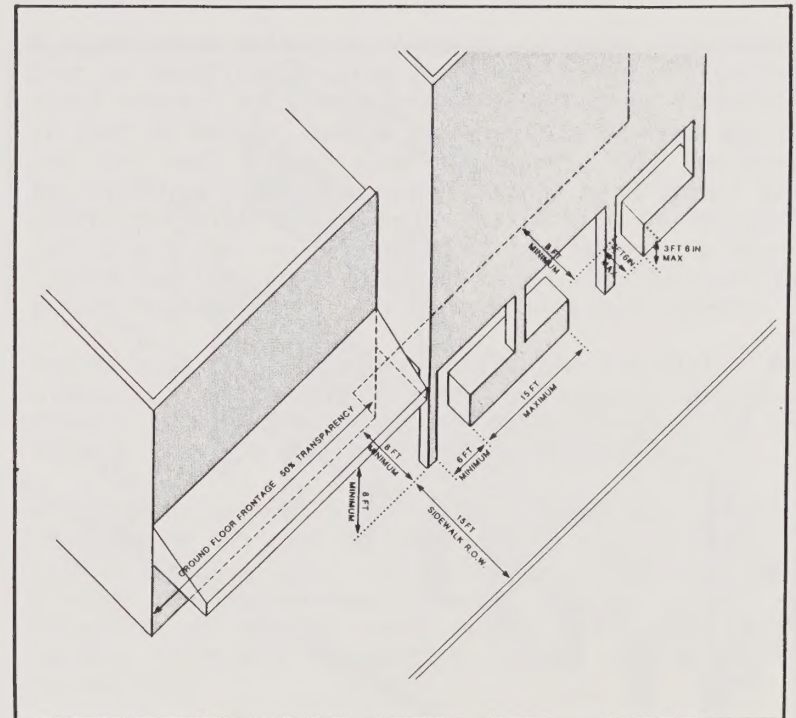


Buildings that reflect a theme not in character with the tradition of pier structures should be avoided

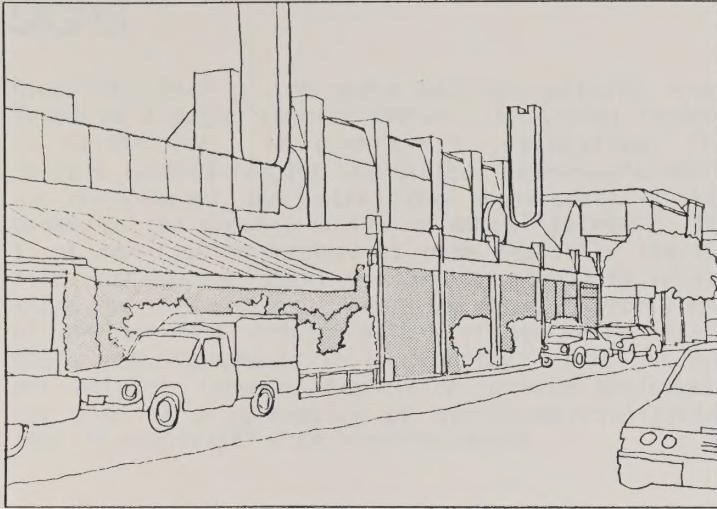
Relationship of Street, Sidewalk and Building

These guidelines are intended to maintain the vital street life and character of Fisherman's Wharf, while improving the capacity of sidewalks to deal with the increased pedestrian volumes:

- a) All buildings on Jefferson Street and Taylor Street (between The Embarcadero and Beach Street) will be required to have active public uses at



Arcade and Awning Requirements



Arcades are characteristic elements at Fisherman's Wharf

ground level adjacent to an arcade or awning. Fish Alley businesses not choosing to incorporate a retail component will be exempt from this requirement.

- b) A clear pedestrian right of way, at least 8 feet wide, and 8 feet high must be provided under every awning or arcade.
- c) An awning or arcade is required along a build-to line to ensure continuous pedestrian protection and activity. This build-to line shall be set back from the curb by 15 feet in order to allow enough space for street trees, and pedestrian movement. Fish Alley businesses not choosing to incorporate a retail component will be exempt from this requirement.



Avoid encroachments on the public sidewalk

- d) Counters, walls, booths etc. must remain under the awning or arcade. They cannot exceed 15 feet in length, 3 foot, 6 inches in width or 3 foot, six inches in height. A 6 foot opening must be located at least every 15 feet along the arcade or awning in order to maximize pedestrian access and to create visual relief.
- e) In order to avoid the creation of barriers along the street no grade change will be permitted between the sidewalk, the under-portion of the arcade or awning, and the first floor of the building.
- f) Orientation of under-canopy activity must be toward the street as well as inward to the covered area. Trash and storage receptacles must

not be located on the sidewalk side of the arcade.

- g) The visual experience along arcades or awnings should be enhanced by limiting the area of blank wall to 50% of the first floor frontage. The remaining 50% should consist of entrances, display windows and views to the interior.
- h) All buildings that are sited at the water's edge must be designed to permit views through to the water from the street or under-canopy area.
- j) Principal access to all buildings must be from the arcade or awning portion of the building.
- k) Signs within and on the arcade or awning must comply with the sign guidelines.

Relationship of Service Areas to Public Areas

- a) Delivery: To minimize pedestrian/ vehicular conflicts delivery should be limited to specified morning and evening hours.
- b) Trash: Businesses must keep trash storage visually and physically removed from principal pedestrian corridors.
- c) Roof Equipment: All roof equipment must be visually screened, and be incorporated as part of the building's architectural design.

SIGNS

Since the 1920's, the Wharf has increasingly developed as a major tourist center, the second largest in California. In contrast to Disneyland, the State's leading tourist attraction, Fisherman's Wharf was not planned, but rather grew haphazardly in response to the growing number of annual patrons. The first non-fishing businesses were typically Italian fish restaurants, later followed by specialty retail shops and restaurants. Today the Wharf supports one of the greatest concentrations of specialty retail shops and restaurants in the country. This has led not only to intense competition between businesses but also to a perception of over-commercialization that is unattractive to many residents.

Commercial signs express the competition between businesses. They use size, color, flashing lights and light intensity as means of vying for consumer attention. While portions of the Wharf are within a Special District for Sign Illumination, this only permits flashing and blinking lights prohibited elsewhere in the City.

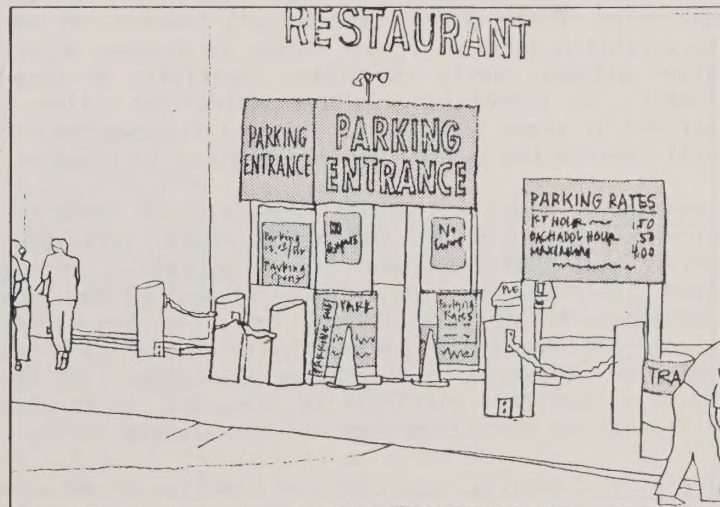
Fisherman's Wharf is a special part of the city, serving not only an important role in the tourist industry, but also as a center of commercial fishing. It is one part of the waterfront which has historically been accessible to the public for recreational purposes, and it is one of the most visible areas of the city at the foot of densely populated residential hills. Because of its high use by the general public and its recognized public significance, it is important that guidelines be established for sign control.

The sign guidelines are based upon both the attractive and negative aspects of signs that are presently found at the Wharf. Many signs at Fisherman's Wharf

are extremely appealing and are landmarks in themselves. Others significantly degrade the quality of the physical environment. Some of the problems identified are as follows:

Information Density. The quantity of signs that has been allowed to proliferate at the Wharf bombard the visitor with an excessive amount of information—little of which is essential for orientation or the identification of businesses. While the purpose of signs is to inform and communicate, increasing the number of signs does not always improve clarity, because there is just so much stimuli the eye can absorb before leading to information overload.

Signs do not in themselves cause the lack of clarity one finds in portions of the Wharf, though they do contribute to it. Rather, the overall physical



Too many signs lead to confusion

structure of the public environment--streets, buildings and open spaces--create ambiguous areas. For example, the weak linkage between Pier 39 and the Wharf is due primarily to the poorly defined street network and broken-up parking lots. The ambiguity which exists is reinforced by the visual clutter of signs.

Orientation. The few directional signs which exist in Fisherman's Wharf are difficult to see. Essential information, such as the location of public bathrooms, transit stops, and telephones, is in many cases unavailable. The visibility of important public services and the relationship of the Wharf to the city as a whole is key to the clarity of the area. The signage system established by the Park Service in the nearby Golden Gate National Recreational Area offers one example of the kind of coordinated signage system that could be considered on Port properties.

The purpose of the sign guidelines is to solve problems while at the same time building on the unique character of the Wharf. The intent, however, is not to establish uniformity, but rather to achieve objectives without overly inhibiting creativity or spontaneity in expression. These guidelines allow a variety of signs to be built within a framework which will improve the quality of the physical environment.

Dominance. Few signs at Fisherman's Wharf reflect a hierarchy based on the importance of the activities advertised. Visual order can be expressed in the size, scale and location of signs as well as the type and intensity of illumination. Typically, key directional information is obscured while commercial signs dominate. Repeatedly complaints are voiced that the Wharf is not only difficult to find, but it is also difficult to understand once one has arrived there.

Identity. Ideally, the role and function of an area should be clear and visible. Signs can obscure the

essential meaning by conveying too much information. They can also physically hide activities, buildings, and open spaces which are critical to understanding the identity of a place. Signs can threaten the legibility of the environment by diverting attention from the waterfront and fishing-related activities essential to the character of the Wharf.

GUIDELINES

Districts

Guidelines are to be established for the Fisherman's Wharf area within Port jurisdiction, with a special district established for the Fish Alley-Hyde Street Pier area to build upon existing character in the preservation and development of the fishing industry. Conformance to guidelines are to be ensured through the Port's leasehold agreements.

Content

All signs shall convey essential information about the activity where they are displayed. No general advertising signs are to be permitted.

A coordinated signage system will be provided by the public sector for orientation and directional purposes. This signage system shall also identify important public services and facilities.

Physical and Visual Access

Signs shall not interfere with visual access to the waterfront, nor shall they obstruct free movement in the public domain.

Illumination Quality

Illuminated signs shall utilize high quality lighting that does not become overly obtrusive during the

daytime. Canned fluorescent signs do not adhere to these guidelines and are not permitted. Spotlit signs shall utilize incandescent lighting only. Fluorescent colors in the yellow-red spectrum are not permitted.

Flashing and blinking lights shall not be permitted below 15 feet so as to not interfere with traffic safety. No sign shall be permitted to make noise. Imitation of official traffic signs, or signals, and the use of words such as "stop", "look", "danger", "go slow", "caution" or "warning" are prohibited.

Open Space Areas

Parking lots shall have no more than one free-standing sign at each entrance. Each sign shall be no more than 4' in height so that it is easily visible by the motorist and no more than 12 sq. ft. in size. It shall be coordinated with the general directional signs to be provided by the public sector, and should include the name of the lot, rate information and any other essential information. All other signs within open space areas shall be for orientation and directional purposes only and provided by the public sector.

Display Windows

Permanent signs on the inside of display windows shall cover no more than 10% of the display window area.

Free-Standing Signs

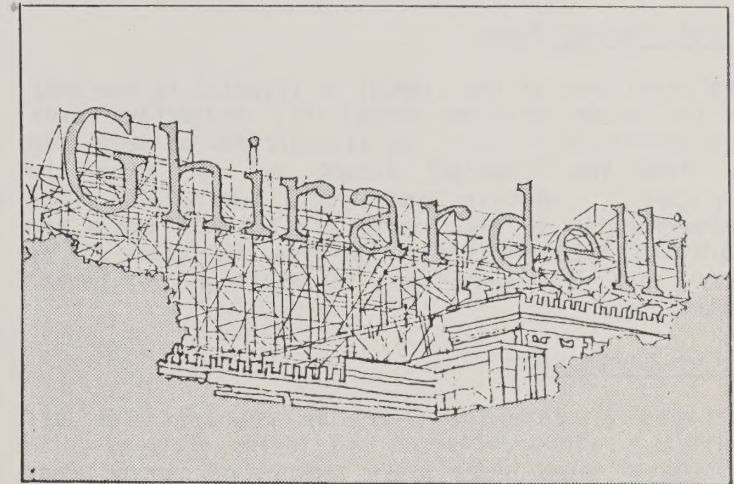
All free-standing signs other than those for parking lots shall be provided by the public sector for information and directional purposes only. If illuminated, these shall only be spot-lit. Flags and banners may be permitted at designated points as approved by the Port.

Roof-Mounted Signs

Canned fluorescent, spotlit and non-illuminated signs shall not be permitted. The gross leasable area of a building must exceed 15,000 square feet in order to qualify for a roof sign. Roof-mounted signs shall and be sympathetic with the architectural lines of the building upon which it is placed and shall:

- Not exceed height limits.
- Not exceed 75% transparency to the sky.
- Not exceed 25% of building height in the vertical dimension.
- Not exceed 75% of the building frontage in the horizontal dimension.
- Not allow flashing or blinking area to exceed 25% of sign area.

These guidelines supercede those already contained in the Planning Code for roof signs.



Encourage maximum transparency



Avoid roof-mounted signs that obstruct views

Facade-Mounted Signs

The total area of the sign(s) in relation to the area of the facade shall not exceed 15%. Projecting signs are permitted 8' above the sidewalk but no more than 4' from the principal facade and not above the parapet. Spotlit and non-illuminated signs perpendicular to the facade shall be 8' above the sidewalk, not more than 4' out from the facade and no more than 16 square feet to avoid a "billboard" effect.

Under-Canopy Signs

Arcades or canopies shall be required for all buildings along Jefferson and Taylor Streets. The bottom of signs under these arcades or canopy areas shall be no lower than 7'-6" above grade. All signs



Under-canopy signs create visual interest

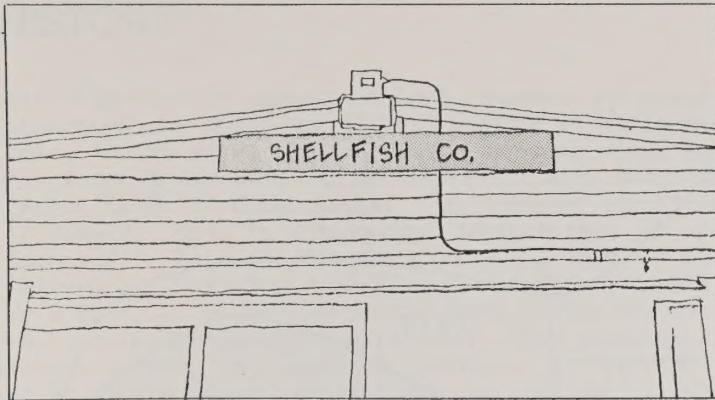
identifying activities shall be located within these arcade and canopy areas.

Canopy Signs

Canopies shall be at least 7'-6" in height above grade, with a maximum of 12' above grade. Maximum frontage on the sidewalk shall be no more than 10', with one canopy permitted for every 40' of building frontage. Canopies shall be made of canvas and allow clear passage along the sidewalk. Lettering on the canopy sign shall have a maximum height of 12".

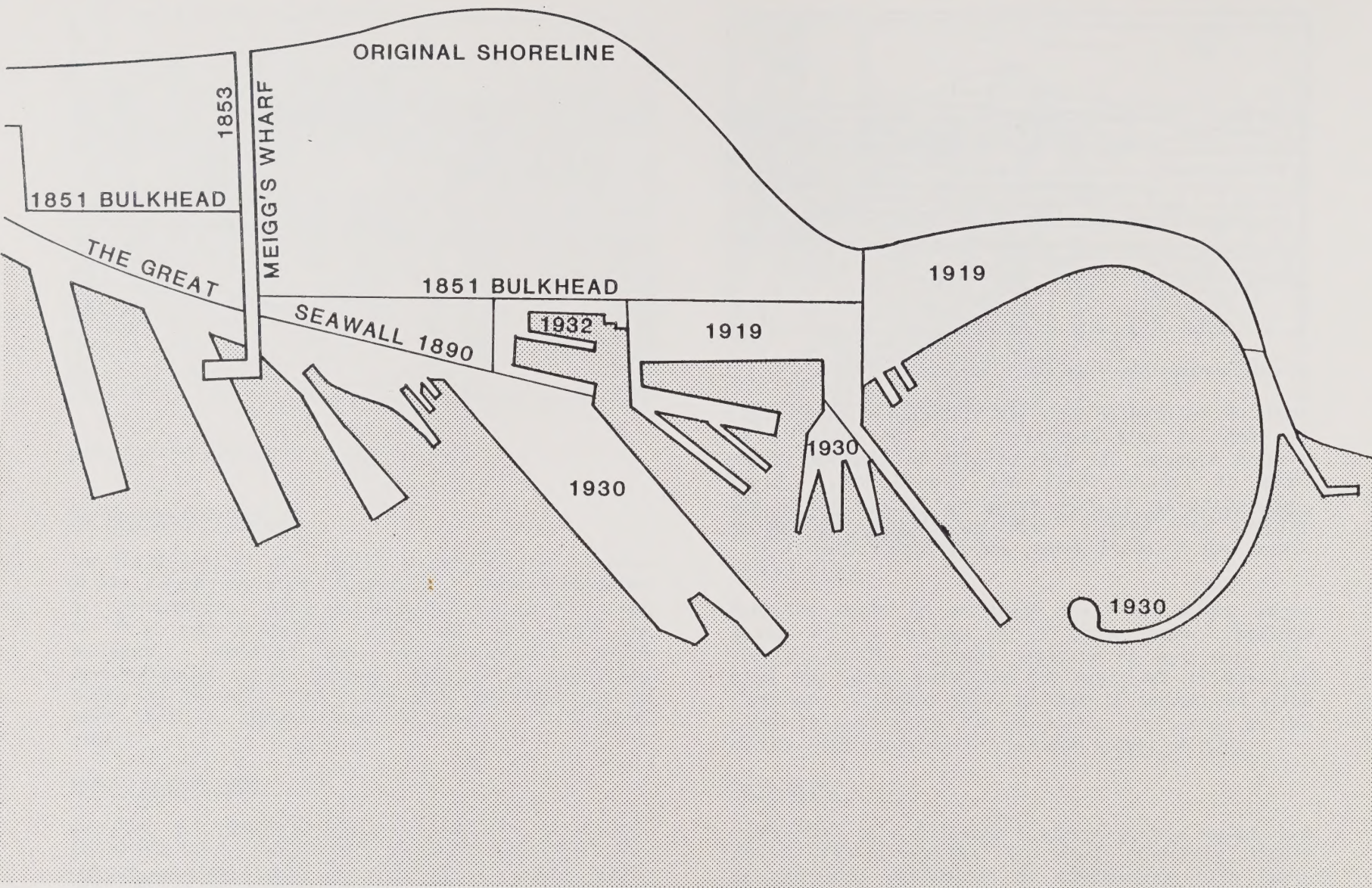
Fish Alley

Fish Alley is a historic district with a unique and characteristic signage. New signs, therefore, should be carefully controlled in conformance with these guidelines. Non-illuminated signs in Fish Alley

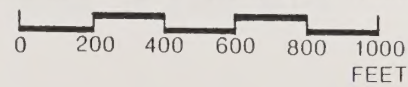


A characteristic Fish Alley sign

shall be painted on wood and illuminated signs shall be spot lit only consistent with the character of present signage. The area of sign in relation to the area of facade shall not exceed 15%. Signs perpendicular to the building facade shall not project more than 4' from the facade, and not be lower than 8' above grade, and no larger than 16 ft.



SHORELINE EVOLUTION



HISTORY

San Francisco is almost entirely bounded by water. Its extensive shoreline plays a variety of different roles in the city, ranging from a natural beach and bay edge on the west to an industrial area shipping center south of China Basin. The western shoreline to Aquatic Park is within the jurisdiction of the Golden Gate National Recreational Area. Most of the eastern bay shoreline from Fisherman's Wharf to Hunter's Point is controlled by the Port of San Francisco. In the Northeastern Waterfront, Port property no longer needed for maritime purposes is presently being developed for recreational and residential use. The Fisherman's Wharf area, extending from Pier 39 to Fort Mason and from Bay Street to the bay, is the second major tourist attraction in the state and center of San Francisco's commercial fishing industry. The future of this area, with specific emphasis on the portions within Port jurisdiction, is the subject of this report.

Evolution of the Shoreline

Before 1840, the shoreline of the northern waterfront skirted the base of Telegraph and Russian Hills. Fisherman's Wharf, as we now know it, was almost entirely underwater. Tonquin Point, located along present-day Hyde Street, separated the waterfront into two distinct areas - Black Point Cove to the west and North Beach to the east. The natural pass between Telegraph and Russian Hills along what is now Columbus Avenue linked this waterfront to Yerba Buena Bay, site of the earliest settlement in the city.

For many years, Meigg's Wharf, extending 2000 feet into the bay near what is today Powell Street, was the most prominent man-made feature of this part of the shoreline. Speculation on underwater properties and dumping from Chinatown led to the incremental

filling of the bay, creating the flat, relatively uniform landscape that characterizes the area today. In 1890, The Great Seawall was built from China Basin to the foot of Taylor Street, thus completing the transformation of most of the northern waterfront from a series of coves and inlets into a smoothly curving shoreline now defined by The Embarcadero. In the early 1900's, finger piers were built out from The Great Seawall further modifying the shoreline. Due to the presence of deep water and bay muds, piers were generally pile-supported platforms, with the exception of Pier 45, which is primarily on land fill.

Fisherman's Wharf is located at the terminus of The Great Seawall and The Embarcadero and brings together elements characteristic of the different stages of shoreline evolution. Black Point in Fort Mason is the only remaining natural shoreline on the northern waterfront. Aquatic Park approximates the cove-like shape of its original configuration, though it has been filled somewhat with rubble from the 1906 Earthquake. Fish Alley, the wharves and the inner and outer lagoons, are reminiscent of the incremental pattern of wharf and bulkhead building prior to the construction of The Great Seawall.

Unlike Yerba Buena Bay, water depths in Fisherman's Wharf were generally too shallow for shipping. Instead, industries that required a continuous supply of water but could not compete with maritime uses gravitated to this part of the waterfront. In the 1850's, the Selby Lead and Smelting Company opened at the foot of Hyde Street and for many years Black Point Cove was dominated by this large brick building and its chimney. Nearby, the Pioneer Woolen Mills operated an extremely successful business and the city's first water pumping station located here as



VIEW TO MEIGG'S WHARF 1862

well. Later, the Ghirardelli Chocolate Factory and the California Fruit Company and its cannery opened in this area.

Public Recreation

Black Point Cove and North Beach were sheltered coves with natural advantages for water-oriented recreation as well as industry. The headland promontory at Black Point protected this area from the powerful incoming tides and westerly winds, and shallow waters made it a safer place to swim. The Neptune Baths and the Dolphin Swimming and Rowing Club were among the first recreational establishments to locate here. These were soon followed by amusement centers, such as the Cobweb Palace on Meigg's Wharf. The bathhouses and aquatic clubs offered places where people could go for a swim and spend the afternoon being entertained while strolling along the seawall promenade.

The early mixture of industrial and water-oriented sports in Black Point Cove had a unique symbiotic relationship. Ghirardelli Chocolate Factory would discharge its heated waters into the chilly bay every afternoon, thus transforming it into a natural hot bath highly desirable for swimming, boating and bathing.

The tradition of water-oriented sports in Black Point Cove is one that was continued to the present day through the development of the Aquatic Park by the WPA in the 1930's. The Aquatic Park consisted of a bathhouse (now the Maritime Museum), changing rooms, showers, bleachers, and meeting rooms within a cove protected by the sweeping breakwater of the Municipal Pier. The opening of the Maritime Museum at the foot of Polk Street, the location of the historic ships at the Hyde Street Pier, and the development of Victorian Park has expanded the recreational opportunities of the Aquatic Park even further. Today a part of

the Golden Gate National Recreational Area, Aquatic Park continues to serve an important role in the provision of water-oriented recreation along the San Francisco shoreline.

Commercial Fishing

Fishing became an important activity in Fisherman's Wharf when the state relocated the fleet to accommodate further expansion of the shipping industry. Initially, fishing boats were berthed on two wharves at the foot of Vallejo and Union Streets closer to the more commercially active portion of the shoreline.

Inmigrating Italians, Dalmatians and Chinese made fishing into an important industry in the city and plyed their trade as they had in their lands of origin. While the Chinese monopolized the shrimp industry in boats that resembled junks, the Italians fished in feluccas with lateen-rigged sails reminiscent of those found in the Mediterranean. The Monterey hulled ships found in Fisherman's Wharf today recall the felucca, many painted blue and white in the colors of the fisherman's patron saint, La Madonna del Lume. While the Chinese operated from fishing camps, such as Hunter's Point, the Italian fishermen concentrated on the northern waterfront and settled nearby in North Beach.

By the 1900's, the fishing industry was so active that the amount of fresh fish handled in San Francisco exceeded that of all of the combined ports from Mexico to Puget Sound. Crab, salmon and sardines comprised the major catches and oyster beds were introduced from the east coast. Most of the fishing at that time was within the bay and only a small percentage of the boats fished outside the Golden Gate. Since the early days, the fleet berthed at Fisherman's Wharf has extended their fishing grounds



INNER LAGOON — RESTAURANT ROW 1922

from within the bay to an area ranging from Santa Cruz to Point Arena and out to the Farallones.

In 1952, the first major shift in the fishing industry occurred when sardines disappeared from the west coast. Although there has been a steady increase in landings from Monterey to Eureka, San Francisco's overall trend has shown a gradual decline. Recent trends indicate a shift in species with a decline in the crab and salmon catches and an increase in bottomfish.

In addition, the average size of the fishing vessel has increased, while the overall number has decreased. In the early 1900's, 200 (12-30 foot) boats comprised the salmon and crab fleet in Fisherman's Wharf. Today, most of the volume of commercial fishing is done in 13 (50-70 foot) boats. Although Monterey hulls and other more traditional vessels continue to be berthed in the inner and outer lagoons, these are to the greatest extent utilized for sports fishing. Most of the 170 slips in the lagoons are too small to accommodate modern fishing vessels.

As these changes have taken place over time, fishing facilities within the Wharf have not kept pace, both in terms of on-going maintenance as well as new improvements. As piers became dilapidated, they were removed rather than replaced, and the lagoons were opened up to the force of the westerly surge. The fishermen have long expressed the need for a new breakwater, berthing, off-loading, sanitary and storage facilities.

Despite these difficulties, Fisherman's Wharf continues as a viable center of the commercial fishing industry. It serves as the major fish handling and distribution center of the region, with fish brought in by truck and by water from fishing ports such as Coos Bay, Moss Landing, Half Moon Bay and Eureka.

Further, commercial fishing has exercised considerable influence over the special character of the area and helps to maintain a sense of authenticity at the Wharf.

Commercial Recreation

In the 1930's, restaurants began to locate in Fisherman's Wharf, taking advantage of the atmosphere created by the fishing industry as well as the continuous supply of fresh fish. Over time, an increasing number of restaurants and retail uses were attracted to the Wharf as it became an important tourist attraction. In the 1960's, Ghirardelli Square was converted to a specialty retail, restaurant, and entertainment center. It was one of the first of its kind in the United States, and was acclaimed as an innovative solution to the reuse of a historic building.

Soon after Ghirardelli Square opened, another historic building, The Cannery, was adapted for reuse as a specialty center. The new specialty center developments created additional public-oriented activities along the waterfront, helping to make Fisherman's Wharf the second biggest tourist attraction in the state next to Disneyland. This success in turn generated both additional incremental tourist-oriented development along Jefferson Street as well as major new centers such as The Anchorage and Pier 39.

The development of The Anchorage and Pier 39 has resulted in a 60% increase in specialty retail space in the period of about a year, as well as the introduction of over 22 restaurants. Since patronage did not increase by a similar percentage, there has been a redistribution of sales from existing merchants in the Wharf. The dollar spent at Fisherman's Wharf is being shared by an ever larger share of businesses, making conditions difficult for economic success. As



FISHERMAN'S WHARF 1940

discretionary income has decreased nationwide, an added burden is placed on existing restaurants and shops. The planned development of additional specialty retail shops and restaurants in other parts of the city, such as the Yerba Buena Center, the Northeastern Waterfront, Downtown, Civic Center and the neighborhoods, has established further constraints on the future of specialty commercial uses in Fisherman's Wharf.

The introduction of large amounts of restaurant and retail space has resulted in the overcommercialization of Fisherman's Wharf. This intense concentration of tourist-oriented activities threatens the authentic character originally created by the fishing industry and has made the area increasingly unattractive to residents. In addition, the rapid and unplanned growth of the area over the past twenty years has had its toll on the quality of the public environment. Signs have proliferated, each designed to compete for attention in the landscape. Congestion has increased along with the encroachment on pedestrian movement areas by outbuildings over sidewalk areas. Circulation within and through the Wharf is unclear, particularly between the new development at Pier 39 and restaurant row. The appearance of the Wharf needs to be improved so that it can continue to attract tourists as well as appeal once again to the resident.

CREDITS

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